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MONTANA'S RURAL SOCIAL SERVICE DELIVERY SYSTEM

11-P-57183/8-02

FINAL REPORT

By

Gertrude A. Davis
Director of Services

and

Research Staff

Judy Myllymaki, Research Analyst
Jean Hill, Statistician I
Roger Ranta, Statistician I/Cost Analyst

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Project Officials

Montana's Rural Social Service Delivery System
11-P-57183/08
July 1971 - June 30, 1974

Director of Social Services, Glasgow District: Gertrude Davis

Project Director: William Welsh, 1971 - 1974
Ed Malensek, 1974
Administrators, Bureau of Community Services,
DSRS, Helena, Montana

Project Officers: Rulen Garfield, Regional Director
Andrew Solar, Research & Demonstrations Branch

Regional Consultant: Garth Youngberg

Federal Consultant: Francis LaRiviera

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PROGRAM OBJECTIVES OF THE MONTANA RURAL SOCIAL SERVICE

DELIVERY SYSTEM PROJECT #11-P-57183/8-02

The original Project Proposal provided that we were to obtain basic information about problems and service needs in a sparsely-settled rural area, develop services needed to meet the needs and assure their accessibility, and consolidate and coordinate the delivery of State services with other public and voluntary services.

A B S T R A C T

Montana's Rural Social Service Delivery System, 1115 Project No. 11-P-57183/03, June 30, 1974, Grantee Agency: State of Montana Department of Social and Rehabilitation Services (originally the Department of Public Welfare), Authors: Gertrude Davis, Director of Social Services, Judy Myllymaki, Research Analyst, Roger Ranta, Statistician I, Jean Hill, Statistician I.

Index Terms Assigned; administration; aged; aides; community organization; community planning; comprehensive centers; cooperation; coordination; collaboration; cost analysis; delivery; demonstration; ethnic groups; evaluation; family services; homemakers; information; paraprofessions; older adults; research; research utilization; rural; social welfare services; social work;

The objective of this project was to design and test methods of coordinated social service delivery to a total population in five sparsely populated Montana counties, including an Indian reservation. Services were based upon needs identified by locally hired staff, especially paraprofessionals and online research staff. Needs identified focused upon elderly and family and children's services including: transportation, minimal in-home care, housing, broad based child welfare services, counseling, realization of entitlements, and community organization and resource mobilization. Methods of effective services integration and delivery included: complete separation of services and income maintenance, regionalization of service delivery, coordination of services, dispersion of service staff in branch offices to population centers throughout the area (outstationing), implementation of an internal information system, development of community organization skills, co-location and circuit service provision (utilization of SSA offices by traveling service providers), a modification of the case manager system, concentrated use of homemakers to promote independent living, and multiple use of social service aides. Conclusions indicate 1) a need for social services to the general population, 2) the agency was viewed as a viable resource apart from Welfare, and 3) most services needed do not require professional staff.

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PROJECT DESCRIPTION

A. Applicant Organization

Montana State Department of Social and Rehabilitative Services (At the time of application it was the Welfare Department), Helena, Montana.

B. Project Objectives

The original Project Proposal provided that we were to obtain basic information about problems and service needs in a sparsely-settled rural area, develop services needed to meet the needs and assure their accessibility, and consolidate and coordinate the delivery of State services with other public and voluntary services.

C. Techniques to be Employed

1. Regionalization of service delivery based upon core service and an administrative center, outstation offices, and outstationed staff
2. Separation of income maintenance functions from social services
3. Establish a dialogue with the community
4. Team approach to service delivery through the use of social workers and paraprofessionals (Homemakers and Social Service Aides)
5. Modification of the case manager system
6. Use of local residents to the fullest extent possible at all levels of staffing
7. Service availability on a voluntary basis.
8. "Circuit riding," the use of SSA facilities by other short term service providers
9. Provision of services, including transportation upon demand
10. Functional supervision

D. Target Population:

The population to be served was anyone in the designated five-county

area. Because the separation of income maintenance from social service delivery was of the innovations under testing, eligibility was waived.

E. Needs Addressed by the Project

1. The State government of Montana which seeks to consolidate human services in a general effort to improve the delivery of services in a sparsely populated area
2. The Montana State Department of Social and Rehabilitative Services which requires a testing ground for alternative rural service delivery methods and techniques in an effort to establish a model rural delivery system.
3. The people of the five-county district who require social services that are accessible, efficiently delivered, and effective in meeting their social service needs.

F. Organizational Level

The Social Service Agency functions at a district or regional level and is an extension of the State Department of Social and Rehabilitative Services. The Project is legally responsible for carrying out the social services mandated by the State plan in addition to Project objectives. The Director of Services is directly responsible to State officials. Primary organization lies at the district level.

G. Organizing Principle for Service Clustering

1. Age Group: Clustering of services needed to meet needs of an age group (I.E., pre-school, elderly)
2. Geographic Group: Clustering of services, whether or not functionally related, required to meet needs of all residents in a service area.
3. Function: Clustering of services supportive of a primary func-

tional mission (i.e., protective services)

In order to service the clientele over a land mass of 15,709 square miles, a combination of the above becomes fitting. In so far as the land dictates to the people, geographic clustering takes precedence over other types of specialization. Once distance, budget, and staff allow specialization, functional service groupings are maintained and are the primary basis for staff training and supervision. The nature of the target population of the area, i.e., consisting of a large number of elderly and young requires that those specializing in functional services be familiar with those services which will pertain to the nature of the population. Thus, the clustering of services by age group, particularly elderly and children, is a natural result.

SIGNIFICANT FINDINGS FOR PRACTITIONERS, ADMINISTRATORS AND POLICYMAKERS

I. Findings

The organizations, agencies and communities of a rural area tend to resent an unrequested project coming into their area. The general skepticism of this area was also focused on our research fact-finding staff and their duties until the public realized that the project's service program was geared to and interested in responding to the results of needs surveys. Communities have been responsive to the willingness of research staff to share the results of surveys with them and have come to think of the research staff as their representatives. Communities have been responsive to the agency's programs of service to the elderly. Homemaker services have been particularly welcome, needed and used. Agency service staff have responded positively to the research focus of wanting to know whether or not clients felt that they had benefited from services. Relating the service program to verified community needs has received positive community response.

Both service and financial eligibility personnel like complete separation of service and income maintenance when they have had an opportunity to experience separation. Co-location is also satisfying to most workers and receives positive responses from communities.

The development of staff to community work assignments has resulted in improvement of the agency's community relationships and in the development of needed services which clients use. Communities relate slowly and deeply to effective community workers. Community work and social casework in one assignment builds in contradictions of assignment that cuts down on effectiveness. The geographic area that a rural community worker can serve effectively is smaller than the geographic area a rural social caseworker can serve effectively.

Computerized recording is a valuable adjunct to a goal-oriented social service program. However, the present computer reporting system seems to require an amount of time from workers which makes it a special task in itself rather than a work and supervisory tool.

In developing and carrying out a service program for this five-county area, we have found that needed services can be made available to clients over a five-county area with a staff of supervisory personnel, Social Worker I's, Social Service Aides and Homemakers with adequate clerical support staff.

Supervisory personnel need to be well-trained, able and willing to travel long distances to all parts of the area for supervisory visits, versed in adult and children's services, comfortable and able in both individual and group supervisory methods, comfortable supporting administrative requirements, and able to make differential choices of staff personnel with reference to the needs of the assignment. The person responsible for the choice of staff needs to be comfortable with and desirous of having a staff of varied interests, capabilities and ages. All on-line service personnel need meaningful, weekly, planned and dependable contacts with supervisory personnel. The isolation and cost factors need to be taken into account in planning for supervision. For this particular area of widely-separated staff, we recommend that the weekly contacts with supervisory personnel can take the form of a telephone call between worker and supervisor, a group meeting of staff of the same discipline, or an individual conference with the supervisor in the office of the supervisor or in the office of the worker. Telephone supervision if of two kinds -- in answer to an immediate question or as a substitute for an individual supervisory conference. The planned telephone call is sometimes the only way we have found that the supervisory contact can be maintained reliably in a rural area.

A line service staff of Social Worker I's can function best if part of

the staff are experienced; headquartered in county seats; with caseloads that do not exceed thirty cases; with reductions in the caseload when the distribution of the caseload requires long-distance traveling; with specialized caseloads when the caseload in one area warrants more than one social worker; with less experienced workers having more supervisory time available to them; with a structure that provides for planned and kept regular supervisory conferences; with insistence that recording responsibilities are met; with a recording system and supervisory methodology that requires identification of service goals; and with the availability of hard services from paraprofessional staff. Social workers or paraprofessionals with group work and community work assignments are a valuable part of a comprehensive rural social service delivery system.

We have found that travel in this area which exceeds fifty miles one way to provide service or to receive or give supervision tends to interfere seriously with effectiveness and requires some special planning and budgeting such as provision for the regular use of telephone interviews and conferences.

We have found the use of paraprofessional services from Social Service Aides and Homemakers invaluable. They are the people best able to handle wisely and well outstationed assignments. They are the staff members who can handle more effectively and more economically the practical services which we have labeled in this Project as hard services such as repairs, homemaker service and help in locating housing. They are often more effective than social workers in advocacy roles assisting clients with such services as realization of entitlements and benefits. Both Homemakers and Social Service Aides are more effective when recruited locally. Paraprofessional staff need opportunities for in-service training leading to self-development and/or career-ladder development. However, interest in a career ladder should not be a prerequisite for acceptance of a paraprofessional staff person.

Social Service Aides need to be people who like to solve problems, who make ready feeling response to clients, who have a special gift for finding practical solutions to problems, and who take special assignments as a recognition of their worth rather than an indication that they are being exploited.

Homemakers can be the first line of defense or attack in a Social Service Agency's public relations. Everybody with a grasp on reality is responsive to the value of a client's being maintained in his or her own home instead of being placed in an institution or other substitute care situation. When the caseload warrants more than one Homemaker in a given location, it is possible to have specialist Homemakers with assignments related to the needs of the elderly and to the needs of children and parents. Scheduling of homemaker services is easier if Homemakers are well-suited to serving cases involving either children or adults. However, requiring such qualifications for all Homemakers could create a serious recruitment problem. It is much easier in a rural area to find and train Homeamkers well suited to serve elderly people than it is to find Homemakers well suited to work in cases involving children. Criteria for choice of Homemakers should include stability and obvious interest and skill in the homemaking arts of cooking, sewing, cleaning and creating the aura of home. A wisely administered homemaker program provides for the participation of the Public Health Nurse and the County Demonstration Agent in the in-service training of Homemakers.

Both Homemakers and Social Service Aides need opportunities to meet with members of their own discipline and with other disciplines at times. Providing for this need in a sparsely-settled rural area with widely-scattered staff is difficult and expensive. Paraprofessionals need a defined job responsibility which permits them and other staff to recognize their expertise. Although supervision from a specialist within their own discipline is desirable

for Social Service Aides and Homemakers, the distances involved in a sparsely settled area make this impractical. A workable alternative plan includes the use of a Case Manager who handles case assignments and scheduling, supervision from a local, mature Social Worker who receives supervision in supervision, and periodic area meetings with members of the same discipline. Case conferences which recognize both social workers and paraprofessionals as informed specialists can meet the need usually met in sparsely-settled areas by having Homemakers subject to supervision from whatever Social Worker happens to carry the case to which she is assigned. Homemakers subject to scheduling and supervision from different Social Workers are often faced with conflicting requests and supervisory suggestions which interfere with effectiveness.

Skilled available clerical help located where the Social Worker and supervisor are located are necessary no matter how sparsely settled the area. With profit to themselves and the agency, some Social Service Aides and Homemakers can do "back up" clerical work. Social Workers who have clerical duties create an unnecessary agency expense and get into poor work habits not compatible with goal-oriented social work. Effective administration delegates many and varied duties to clerical personnel.

A policy of administrative or supervisory response to all complaints is a sound tool of service, supervision and public relations. To be effective, an inquiry into a complaint needs to be carried on in the spirit of wanting to know how, why, and about what the complainant is experiencing a feeling of hurt.

II. Implications For Use of Project Findings

The findings of this Project have been translated into a series of questions that can be used to review the effectiveness of any rural social service delivery system for a given administrative area. The questions are suitable

and assurance of the accessibility of services to the target population:

* Is the service program separated from your income maintenance program? If so, what separates the two services?

* How soon does an applicant for service receive a response to his request?

* What is your agency policy regarding complaints from clients? From the community? Why?

* What is the largest number of people you ever have waiting in the reception area of your offices?

* How many do you usually have in the reception area at one time in a day?

* What mandatory service referrals are made? Why?

* Who supervises whom in your agency?

* Do you use line or functional supervision? Why

* What is the caseload of each of your workers?

* How frequently do you expect Social Worker's clients to be seen?

* Are client interviews scheduled for regular or irregular intervals or on an on-call basis?

* What administrative and supervisory precautions are taken to assure that involuntary protective service responsibilities are clearly differentiated from voluntary service responses? How often do your involuntary protective service clients move by their own choice into voluntary service client roles? Is this movement from involuntary referral to voluntary request usually for hard services or is it a movement into a voluntary use of professional social work?

* What service staff specializations does your agency provide? Do you have some geographical staff assignments? Why?

* Do your clients have an opportunity to use the three basic social work services of social casework, social group work, and community organization from your staff or from an agency to which you can refer?

* How effective are the group and community programs in your area?

* Which service needs do you and your service staff think can best be met with referral to or by directly providing social casework? Social group work? Community organization? Help from Social Service Aides? Homemaker service?

* What hard services or practical services do your agency's clients need? Which hard services do they request? What are the hard services which are available? Do they contribute to the well being of clients? What service goals are the available hard services intended to meet? Do hard services encourage independence of judgement and action and planful action on the part of clients? Do your staff or the community sometimes express concern that the hard services may encourage dependence? If so, how is supervision addressed to this problem?

* What provisions has your agency made to assure accessibility of services to clients? Do you have staff outstationed in the small communities of the area which you serve? What is the discipline of outstationed staff? What is the target population of the outstationed staff? What arrangements are made for office space for outstationed staff? What is the frequency and form of supervisory contact with outstationed staff? What arrangements are made for outstationed staff to meet with peers of the same discipline?

* Are your workers from a rural or urban area? Which works out better in your agency?

* Do you have problems recruiting staff? If so, why?

* Does your reporting and recording system require your workers to identify their service goals? Does the reporting and recording system require reporting the steps that the worker and the clients have agreed to take to reach the goal?

* What system or method do you have of checking back with clients to find out if a service has been helpful to them?

* What provisions do you have for back up service for clients when a worker is absent because of vacation, illness or a position vacancy? Does the plan you follow permit the responsibility to go down the administrative ladder or up the ladder?

* What is your philosophy about the use of staff groups?

* Are staff meetings used to convey administrative decision, policies and practices? Would it be cheaper and equally effective to convey the information by written memo? Would it be feasible and practical to use group meetings only for those situations in which full staff participation is wanted and encouraged?

* When do your workers use a case conference? Who is invited? What do you expect them to do in the conference?

* When do you use a policy conference? Who is invited? What do you expect of the participants?

* What staff members participate in making administrative decisions?

* When administrative decisions are to be made, are the applicable principles of administration identified before the decision is made? Are the applicable principles used to explain the decision

after it is made?

C. Questions related to the consolidation and coordination of the delivery of services with other public and voluntary services -- integration:

* What service program does your agency work on in collaboration with other disciplines and agencies?

* What itinerant specialized service comes to the area that your agency serves which uses office space in your agency for the convenience of clients? Does any co-location that takes place have the effect of brining your agency clients into the mainstream of the community? Does co-location brand services from other agencies as something that only an indigent person could need or use? How do you and your staff feel about co-location?

* In what areas do your workers agree and in what areas do they disagree with the basic philosophies of other service professions in the area?

* What arrangements or programs have you or your staff initiated or participated in to provide a meeting ground for discussion of differences and agreements with other agencies and disciplines?

* What are the unmet client needs for your administrative area? Would an assignment of a staff person to group work or community work help the community to meet the need?

* What service programs exist in the area which your agency's clients do not use? Why? Are there any agency programs in the area which your clients could benefit from using if they felt comfortable doing so?

* When do your staff use inter-agency conferences? Who attends?

III. Cautions to be Observed in the Development of a Rural Social Service Delivery System

The precautions that we can outline are based on our experience in developing and administering the Glasgow Project. Before a program of evaluation and change of a service delivery system is initiated, care needs to be taken that funding is assured to do the evaluation and bring about changes. The period of time which funding is assured also needs to be definitely known. Staff can tolerate economy and use the situation as an invitation to be creative.

They cannot constructively tolerate uncertainty about finances in a reorganization process.

The first step in developing an area social service delivery system needs to be the identification of a person willing and able to head up the program. Precious months were lost and some false starts made in this Project as a result of having chosen an area in which the natural leader of the area was not interested in the task. The second precaution that needs to be taken is to get in touch with the local staff and let them know that what you plan to overhaul is the system itself and that the sponsors of the overhaul are going to be experiencing as much change and discomfort as the line staff are. If the sponsors are not willing to enter into the program in this spirit, untold difficulties lie ahead. The next step is to get in touch with the total community involved; tell the communities through their governing bodies, organizations and leaders that the sponsoring agency wants to take a look at the service delivery system in their area with full participation from the governing bodies, organizations and leaders that the sponsoring agency wants to take a look at the service delivery system in their area with full participation from the governing bodies and the communities to find out what is good about the system and what could profitably be changed. If an area really does not want to examine and change its service delivery system, that area's service delivery system should only be changed when a total program changes. Caution and common sense need to be exercised not to have local staff and communities unnecessarily estranged. In reorganizing or developing a social service program, there is a basic identifying process which needs to be followed: first the needs, then the services appropriate to meet the needs, and then the applicable administrative and social work principles involved. Only then are the developers ready to consider alternative plans of service delivery. The choices made should be ones all the participants in the planning process are

ready and willing to implement.

When a process of change and development of a service delivery system is instituted for any area, special care needs to be paid to the impact upon any minority group in the area and to the involvement of them in the change. In this area the minority group involved are American Indian people, and a large majority of them are on or from the Fort Peck Indian Reservation. For this area it has been important to include Indian people on our staff in the highest positions for which they can qualify. A system or method of regular contacts with Indian leaders is helpful. The contact needs to be characterized by respect for their decisions and for their decisionmaking processes. It is not necessary to always be in agreement with them if the contacts are characterized by respect for their decisions and for their decisionmaking processes. It is not necessary to always be in agreement with them if the contacts are characterized by true respect. Special care needs to be exercised to be willing always to be in the position of learner from Indian people. All too many non-Indian people want to be authorities on the subject of Indians. Any of us can be students of Indian culture, but none of us who are non-Indian should consider ourselves to be or aspire to become authorities on Indian people. The fact that Indian people seem to like us should never be taken as an indication that we have nothing to learn from them about how our service delivery system needs to be changed or accommodated to meet the needs of Indian people. Special and continuous care needs to be taken to secure in-put from Indian people, and this process needs to be only an in-put process until and unless Indian people reach the point of wanting to know from program designers the problems that Indian people present to them. The principle involved is a basic one of social work.

The fact finding usually identified as the research part of a program is an extremely important part of any reorganization of service delivery. Re-

searchers need to have their own data gathering and processing potential or one tied into the agency that is fully operative. To develop the use of a complicated reporting system for service workers at the same time that a service delivery system is examined and changed puts an unnecessary stress on staff and sometimes results in their spending time and effort deciding how to report something when they should be focusing on the service system and service delivery. Staff burdened with a new and complicated reporting system also tend to put off and forget to do reporting.

One of the first practices that needs to be initiated in the evaluation and change of a service delivery system is a professional responsive method of dealing with complaints. All staff need to know the policy and practice and the social work reasons for it. Special supervisory attention and acceptance needs to be given to the feelings workers experience in connection with agency responsiveness to complaints.

Caution needs to be exercised to make sure in the development of a service delivery staff at weekly intervals, that supervisory staff have "thinking time" as well as performance time, and that supervisory staff are essentially in agreement. Supervisors have been too thinly stretched over the service area in this Project. This writer has been willing to put too much time and effort into trying to reach areas of agreement with some supervisory staff. It would probably have been better for all concerned to identify the areas of disagreement quickly, focus briefly on whether the differences could be readily resolved, and move toward whatever staffing changes would be simpler and more effective. Basic disagreements can be handled more constructively in an ongoing stable program than they can in a period of evaluation and change.

In the development of a service delivery system precautions need to be taken to insure full dissemination of information about what different staff members are doing and why they are doing it. In our Project we experienced

difficulty in carrying out this task. We also found that with the short cuts we took to get the job done that some staff did not have adequate opportunity to get acquainted with special experimental assignments of other workers. Lack of information tends to produce assumptions which may not be true.

This statement is less a precaution than it is a statement of something that has been helpful. Asking the question, "What basic social work process is involved here?" has helped us through several problems and would have helped in others if we had taken the time to make the analysis.

Special care needs to be exercised in developing or reorganizing a service system not to try to do too much too fast. In our Project we have felt the pressure of time compounded by the size of the task we had undertaken and have tried to do so much that the tolerance level of staff for change and productivity has constantly been under assault. We have also worked on more things than we could effectively supervise and carry out.

MONTANA'S RURAL SOCIAL SERVICE DELIVERY SYSTEM

The following is a brief presentation of the developments, findings and evaluation of the Montana Social Service Delivery System known as the State of Montana Social Service Agency. The reader is referred to the review of the Project Characteristics in the first pages of this report and to available progress reports and evaluation reports for more detailed information.

The unique socio-political character among communities as to needs, attitudes, resources, degree of community integration, etc., and the objectives of the Project to develop a system based upon the needs of the area has resulted in a tailoring of services to individual communities. The operation of the Social Service Agency was undertaken by direct service staff with a learn-by-doing approach based upon the process of need identification and response to that need. This has resulted in techniques being applied to particular situations rather than an assumption of a system and techniques being applied across the district. Therefore, neither the operation nor the evaluation is set forth in "systems" terms.

I. OBJECTIVE NUMBER ONE: IDENTIFY PROBLEMS AND SERVICE NEEDS IN A RURAL AREA

Techniques Utilized to Identify Problems and Service Needs

1. Present an agency as having a minimal established program to offer and a willingness to work out what is needed in the area.*
2. Utilize locally hired personnel at all levels of the staffing pattern to the fullest extent possible. They will be the first line of defense in technique #3.
3. Establish contact throughout the area including each outlying community either by agency initiative involving all levels of social service and research staff, or, in response to individual or community demand. Begin to assess the needs of the community and MAKE IMMEDIATELY AVAILABLE THE SERVICE LINKAGES OF TELEPHONE AND TRANSPORTATION. This should be followed by appropriate further development of services and the establishment of an on-going dialogue or communication with the individual community.
4. Review and analyze the type of caseload and requests being brought to the agency. This yields an on-going source of what problems are present, what services are needed, implications for preventive approaches and weaknesses in the program.
5. Identify needs utilizing specialized research staff and methodology by:
   a. a needs assessment of other service related agencies,
   b. analysis of existing data, including census data,
   c. an in-depth assessment of the needs of persons age 60 and over,
   d. an assessment of the needs of youth.

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*The most impressive response to this approach came from the community of Saco which petitioned the Social Service Agency for their own Homemaker. The petition included a list of potential users and suggested person for a position. (See Appendix A for the petition.) The request was filled.

Findings

"The single most important fact in understanding the current demography and social problems of rural areas is the massive technological displacement which has taken place in the agricultural industry in the past few decades. The major displacing force in rural areas has been a decreasing need for farm labor brought about through increased industrialization of agriculture and the application of agricultural research inputs to food production and processing functions. To these processes (usually in combination referred to as the "agricultural revolution") is now being added a second major disruptive force. The new process involves a restructuring of the agricultural production and processing system (the agribusiness industry) away from the traditional family farm and individual entrepreneurship into giant conglomerate structures against which even large scale family farms have decreasing chances of competing successfully. The process leading to this newly emerging structure is usually referred to as the "vertical integration of agribusiness."[2] The consequences of these processes are low job opportunities, selective migration leaving a disproportionate number of very young and very old, high dependency ratios, low incomes, and an increasingly smaller proportionate of the population to support needed facilities and services. All of these conditions are evident in the Glasgow District.

Specific social service needs identified were as follows:

A Need for Adult Services

The disproportionate number of elderly in the area have set the area in need of many services and facilities. Needs exist in the area of transportation of all kinds to insure a normalcy of movement, housing, including apartment houses, multi-unit manor housing, low income housing, nursing homes, and

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[2] Human Services in Rural America, A Research Monograph, University of Denver, Social Welfare Research Institute, May, 1973, page 4.

partial care facilities; support services such as recreational activities and therapeutic services to hospitals and nursing homes; community organization skills to help initiate and remain as a resource to such organizations as Councils on Aging and Senior Centers; grantsmanship services to compete for public monies; information-referral services to get people to available services; and a variety of activities and services oriented toward a reduction of physical and social isolation.

A Need for Services for Youth

Throughout the district there are a number of common needs for youth which are primarily dictated by the economic and social conditions.

There is a recognition of the general lack of permanent employment and temporary or summer employment. The lack of these opportunities is even more marked by sex. For males there are a few opportunities in the agricultural occupations. For females there are primarily secretarial and waitress tasks.

The idea of recreation or "things to do" as a means of staying out of trouble or as a means of developing leadership and providing socialization opportunities is a prevalent value. For those who are involved and want to be involved there are many activities in which to participate. For that faction of youth who cannot economically afford to participate in activities, have not learned to be involved or do not find the existing activities meaningful, there are few, if any, alternatives. In two areas, Daniels and Phillips Counties, each having only one town which provides any services, the availability of recreational and learning activities are limited by geographic distance. For instance, in southern Phillips County, there is no high school for a 55 mile distance. Thus, it is necessary for high school age youth to board in Malta. In northwestern Daniels County, there are families that must commute 30 miles to the Peerless school system. It is an additional

30 miles to Scobey for commercial based recreation or competitive sports. In general, boys athletic opportunities have been extended to girls, but other activities such as art and music, traditionally defined as female participatory activities, have not been expanded to boys.

Individual requests and the youth needs assessment panels have shown a need for counseling services which view youth as whole persons. The sanctions and structural biases of law enforcement or school counselors limits their ability to treat persons as a whole. Counselors are, in fact, sometimes needed to represent youth in situations dealing with educational or correctional problems. Under the traditional system, the "welfare" image has tended to limit the effectiveness of social workers who were related to an economic assistance with youth. From a community perspective, the social workers have been defined as involved in "no good welfare cases" and not readily looked upon as a resource by others. The separation of services from economic assistance and the voluntary nature of services was viewed by the public of some communities as a possible step toward a more viable counseling for non-assistance clientele.

A Need for Family and Children's Services

The need was perceived by Project service staff as one that would permit the traditional case to go on with knowledgeable supervisory support accompanied by a broadening program which included group work and community work as service supports or as the treatment of choice in some instances.

Because the Social Service Agency had been separated out of the Department of Public Welfare, it was legally responsible for social services including child welfare services. In the course of the development of the social services arm of the Departments of Public Welfare, childrens' services have primarily been focused on protective services, i.e., services to child-

ren in danger of neglect or abuse. This has resulted in a program of operation in which the social worker initiates the contact on the basis of problems perceived by someone other than the family themself. The demand for such protective services in the area has, in part, documented the need.

The extent of resources present before the Project were basic child welfare services of social casework (including counseling to unmarried parents), day care services, foster care and adoptive services. Additional support services were not available. Fifty percent (4) of the other service related agencies that were interviewed during the first months of the Project indicated a need for such support services development.

Over the past several years, Mental Health agencies have been developed which are available for family centered treatment. However, in a rural area people are still inclined to think of a Mental Health Service as something that is sought for someone else who is presenting a problem. If one were to seek such services that would be admitting there is something drastically wrong and/or that he is irrational. In rural areas, as contrasted to urban areas, the seeking of such services is a public statement of having problems that can no longer be coped with. Most areas could not possibly support a private family service organization in addition to a Public Welfare Department and a Mental Health Service. Therefore, one of two latter agencies needs to be defined as the kind of place that people will go to voluntarily in order to become better parents or in order to provide a richer family life for the family members. Under the above conditions, there is a need for interagency coordination to more fully utilize the resources available, and the individual encouragement of the use of Mental Health Services as a service for people who are not "crazy".

Although the pre-project local child welfare staff and the supervisory field staff occupied positions of considerable respect as child welfare

specialists, there were not preventive community programs that involved social workers. Group and recreational facilities were used less by families at risk than by well functioning families.

The supplementary services lacking for child welfare services were also obviously lacking for general family centered services. Service coordination had existed at the supervisory level and tended to break down at the service delivery level. General areas of need existed for categorically related an non-categorically related family and marital counseling with supportive hard services such as housing and transportation. Although the agency "helpfulness" existed, the responsiveness to needful people tended to identify clients as needful people whom the agency was helping rather than people who were tackling their own problems.

General Needs

In addition to the needs already discussed there was an is a large general area of need related to employment. The area is characterized by low employment opportunities and low skill levels. A special 1115 Project #557, "A Team Approach to Rehabilitation Services in a Sparsely Settled Rural Area," to aid in the rehabilitation and retraining of people on welfare offered special opportunities for employment services. With only a two person staff for the five-county area, there was a need for outreach and support services, including homemaking services, to supplement their program.

General areas of need existed to get people to the services that had been developed to have someone to act as advocates for clients in realizing entitlements and benefits and to obtain immediate emergency assistance.

Opportunities and needs existed at all levels for interagency coordination, facilitation of service delivery and means to utilize the services and resources available.

Evaluation of the Problem Identification Procedures

Limitations and Barriers:

A number of the limitations and barriers relating to the techniques of needs assessment are found in the guidelines of the original project proposal. The Social Service Agency was staffed with direct service providing staff under the auspices of a learn-by-doing approach that would, it was felt, most closely approximate the situation of separation of services from economic assistance to be accomplished in other areas of the State. The tools, staff, and resources were to be primarily those of any Department of Public Welfare with the added potential of federal monies and waivers of the public assistance categorical limitations. The role of the Research and Evaluation unit was specifically defined as one of evaluation in relationship to required reports. In addition, the original proposal called for one Research Analyst with no working budget to compose the research and evaluation component. In a short time the research and evaluation role was expanded to include participation in needs assessment and additional staff was added to the component.

MOSIS, (the Montana Information System), a computerized recording system, had been expected by State personnel to be operational in three State test areas (of which the Glasgow District was one) within the first year of Project operations. At the summary information level this system was intended to provide data concerning unmet requests and the actual services rendered which would have been a need indicator simply because the services were being used. The machine capability at the State level has yet to reach this level of operation. This situation has been and still is a barrier because the computer capability not only did not provide the summary information needed but also because it was necessary to overload the staff who were learning the new system with supplemental recording procedures for research and evaluation.

Advantages and Effectiveness:

The presentation of having a minimal established program to offer, the establishment of contact in all the communities, a willingness to work out what is needed, and the hiring of local personnel at all levels of staff went hand in hand. Approximately 85% of the Project staff were hired from within the bounds of the five-county district and worked primarily in their home communities. To live within a community in an urban area does not necessarily mean that one has much contact or knowledge of that particular area, or the people in it. When local personnel with an awareness of their community and its character are hired, increasing individual, group, and community requests were brought to the Agency from that area. The combination of these factors was of significant impact in breaking the traditional "welfare image" and presenting the Agency as a viable community resource for social services in a broad sense. The major arguments against such an approach usually focus on a lack of or loss of privacy or the possibility that local people will tend to reflect the status quo. Neither of these possibilities became a reality.

The expansion of the role of the Research and Evaluation Unit into needs assessment activities resulted in increased contact with the local communities. The evaluation design called for target group need assessments as opposed to a general need assessment for two major reasons: 1) general information was deemed available from census data, existing studies, and local personnel knowledge of the area 2) data for program direction needed to be of such detail that indepth studies were necessary.

The needs assessment of persons age 60 and over consisted of two parts, panel discussions in each county and a survey. The panel discussions served several purposes: 1) establishment of the Social Service Agency as different from the Welfare Department, 2) allowed the Social Service Agency to confront

its critics, 3) created a new awareness of Social Service Agency services and other service agencies, 4) allowed local residents to exchange information concerning community resources, and 5) defined areas of need for this target group. The subsequent survey further analyzed these areas of need defined in the panels.

The youth needs assessment again utilized the community panel discussions and the research staff were requested by two counties to conduct closed-door discussions with youth alone. The latter part of the needs assessment was dropped due to threatened funding cuts.

The above technique worked exceptionally well for the Social Service Agency but is one which must be handled with care and experienced personnel because it carries a significant degree of public relations impact. A major barrier has been that time and experience did not allow for more use of this technique.

The utilization of the needs assessment data and the research staff has, in part, justified the approach. In time the communities came to respond to the research staff as "their representatives" and to request information from them. The target group studies, particularly the needs assessment of persons age 60 and over, have provided data for numerous funding proposals to support community endeavors such as housing developments, transportation systems, etc. Secondly, be presenting the information to numerous civic groups, advisory boards, interagency boards, etc., an awareness of needs was encouraged that opened doors to pursue solutions. In addition, it became evident that Social Service staff were uncomfortable when handling statistics and hard data necessary for documentation purposes. For the above reasons the research staff were utilized as "data compilers" and interpreters.

II. DEVELOPMENT OF SERVICES TO MEET THE NEEDS AND ASSURE THEIR ACCESSIBILITY

The Project was designed with a very ambitious number of concepts and methods to be tested: These included: the implementation of an internal information system (MOSIS), the separation of social service from economic assistance, regionalization of service delivery, multi-discipline staffing, and the use of the team approach, delivery of services to anyone regardless of income, outstationing of staff, etc. With this number of tasks to be undertaken, most of the first two years were a series of implementing crises. In addition, the uninvolvement of the local communities in planning stages of the Project required considerable public relations work toclarify the nature of the Agency and its objectives. In order to clear the way for concentration upon actual service delivery and to assure the accessibility of service, the following steps to develop methods and techniques were undertaken:

1. Use of supervisory structure which was similar to but different from the previous delivery structure. A service management system as opposed to the previous county line supervisory structure was utilized as a transitional supervisory structure.

2. Refinement of the existing service program including the development of resources for staff training capability.

3. Clarification of roles and duties on two levels:

   a. Social service staff and income maintenance staff.

   b. Paraprofessional, Homemaker and Social Service Aide, and Professional.

4. Integration into the community at all levels including contact with civic groups, governing units, tribal agencies and boards, and other agencies, not just by administrative staff but by the local staff throughout the area to become aware of needs, stimulate awareness of Social Service Agency services and establish relationships conducive to service coordination.

5. Outstation staff as the needs for social casework, hard service, and community work became demonstrated.

6. Effect public relations and information dissemination. Every person on a dispersed staff in a rural area is a public relations agency and each one is a key factor in making available information about the nature of the Agency and establishing its community image.

7. Development and improvement of goal directed interview, conference and consultation techniques.

Findings

Because the mode of operation of the Social Service Agency has been to establish a dialogue with the communities and to remain responsive to expressed needs, it has been an agency of continual change. Underlying this mode of operation is the simple system of need identification and response to those needs.

In order to discuss the techniques which were used to deliver services, it becomes expedient to first examine those services which have been developed and/or offered as a response to area needs and demands. The following direct services were most often requested, most often utilized, and consumed the most staff time.*

1. Transportation
2. Adult self care including help with management of own affairs, homemaker services, and friendly visiting.
3. Child Welfare Service including Day Care Services, Foster Care and protection of children in danger of neglect and abuse.
4. Housing services including reloaction and resettlement.
5. Help with realizing entitlements and benefit.
6. Counseling.

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*This table is derived from three data sources with a high degree of correlation. The direct services most often requested are a frequency distribution of the initial request in cases. The services most often utilized were derived from the service followup which asked clients which services they had requested and received. Those services which consumed the most staff time are taken from the estimates by workers of time spent in the cost analysis.

7. Preparation for obtaining employment including obtaining graduate equivalent degrees, referrals to WIN, and getting vocational training.
8. Agency Case Consultation including participation in health screening of children.
9. Information about and location of Agency and community resources.

Community organization efforts to develop resources, establish support services and encourage service coordination were also undertaken throughout the district. A summary and analysis of these services are presented in Section VII.

In order to deliver the above services, even in an "unsystematic" operation, there must be some structural development and techniques of services delivery. The elements of this structure are among the important findings which are discussed below.

Administrative Arrangement

The Social Service Agency was a project with a direct tie to the Department of Social and Rehabilitative Services. Thus, the Project control was centered at the State level through the Project Director, the Administrator of the Field Services (later the Administrator of Community Services), located in Helena. The Director of Services located in Glasgow held line administrative authority and responsibility for social service delivery. She carried the responsibility of seeing that the Project proposal and operating plans were followed and also acted as a personnel officer at the district level. This arrangement was in contrast to pre-project operations in which there was a County Direct of Public Welfare in four of five counties (Sheridan and Daniels were combined) each of whom were administratively responsible to the County Board of Commissioners. (For Organization Chart, See Appendix B.)

The Social Service Agency administrative arrangement: 1) allowed more flexibility in the allocation of staff and resources according to need rather than county boundaries, 2) allowed the development of some services with

a regional priority, particularly adult services, family and children's services, and community work, and 3) allowed the capacity to develop a degree of staff in the district with specialized skills.

Supervisory Arrangement

The Project has struggled during its three years of existence with three varieties of supervisory arrangements and has not yet found one which is considered entirely satisfactory. Distance and obtaining qualified personnel are distinct barriers. The unit service manager system, the first supervisory structure indicated in the Project proposal, was an arrangement which was different from the previous county operations, yet it was still a line staff operation.* It provided the security of some familiarity yet was a reminder that the system was not the same. The lack of qualified personnel for the Wolf Point or eastern district service management unit, personality conflicts, the change in staff dispersion as outstationing was accomplished, the inability of staff dispersed over such large distances to seek two central supervisors, and the knowledge that a functional supervisory structure was planned for the post-project period were the major reasons for the decision in August, 1972, to change to a functional type of supervisision.

The functional supervisory approach lays the responsibility of seeking and using available specialized supervision on the line workers. One of the advantages of functional supervision is that it allows supervisors to specialize, know their areas well, and not have to deal with all service categories or administrative duties. In order to work well, the functional type of supervision requires good working relationships among functional super-

*In the pre-project structure, supervision from the State Department of Public Welfare was channeled through two District Field Supervisors, one specializing in child welfare, and one in adult services and economic assistance to each County Director of Public Welfare and the field staff (with the latter duty requiring most of his time).

visors and a willingness to deal with one another directly. Without this type of working relationship among functional supervisors, workers receive conflicting directives and can become caught in disagreements of their supervisors. (For Functional Supervisory Plan, See Appendix C)

The Project test of the functional supervisory arrangement was influenced by many strains. During the test period insecurities regarding Project funding for a third year caused a number of resignations and low staff morale which was followed by subsequent reductions of staff to a post-project level.

Even within this change, several findings have emerged:

1. The radius of distance over which effective supervision can be maintained is approximately 50 miles. Beyond this distance effectiveness of supervision becomes limited and must be given special budgeting and planning considerations such as the provision for special telephone communication.

2. Isolated staff operating in situations requiring independence of judgement and action require monthly supervisory and functional co-worker contact. This contact with increased frequency up to at least weekly intervals results in directly increasing effectiveness of worker functioning.

3. Functional supervision, which permits conferences and a mixture of individual and peer meetings, provides for an exchange about resources, knowledge of other viewpoints of problems and service approaches, encouragement of a healthy competiveness, worker support from a variety of sources and development of leadership qualities.

4. Supervisory staff need to be well trained, especially in children's and adult services, and able to supervise a staff of varied interests, capabilities, and ages.

Service Delivery Techniques

1. Outstationing of Staff: The administrative policy of outstation

(which was indicated in the Project proposal) to get the staff and services where needed, resulted in a district structural organization of:

a. An Administrative (command station) Office: The office responsible for the performance of major administrative duties and a service unit.

b. Outstation Offices: Operational branch offices located throughout the district for direct and community services.

c. Outstation Assignments: The designation of a staff member in a specific area to carry on assigned duties primarily out of his home with administrative and supervisory attachment to a station or administrative office. (See Appendix D)

It is important to understand that these stations and assignments were placed according to direct service requests, community requests, target populations, and research documented needs. The Social Service Agency initially tried personnel and paraprofessionals working out of their homes. It quickly became obvious that it was necessary to establish visible and readily available offices with staff. Communities did not relate well to workers traveling once a week or twice a week to the area. Secondly, traveling workers did not have the time or the needed organizational contacts to be effective workers. From the staff point of view, the need for a place to meet clients, to keep files and office supplies and to have telephone determined a need for actual office facilities.

2. Development of functional services to the extent possible. Need, the staff capabilities, the budget, numbers of staff and the district concept permitted some specialization in adult services and family and children's services including a cadre of Homemakers. The impact of these specializations combined with functional supervision has brought new services to the area, a broader range of services, and increased staff ability to delivery such ser-

vices.

3. Multi-discipline staff utilizing Social Workers, Social Service Aides, and Homemakers. Any of the three disciplines may work as a team or individually. Even though the team concept and the multi-discipline staffing has been used widely in other parts of the nation, it is used to a very limited extent in Montana. (The Project area has more paraprofessionals than the rest of the State combined.) The impact of the multi-discipline staffing has been one of bringing increased service accessibility throughout the area, a broader range of services, a multi-discipline appraoch to service delivery, the capacity to do things which could not be done before, and the more effective use of staff according to talent and training.

4. The development of community organization and resource mobilization skills. These skills were developed in response to documented needs and community demands. Although these are not new techniques, they also have not been utilized to any extent in Montana. The development was implemented by the use of what might be most appropriately described as assistants to the administrator. These positions developed skills and background information in grantsmanship (which were in high demand by area staff and the communities) and community organization practices. It was these services which have become critical in the local integration of services (joint project specific) which brought about support services such as the Big Brother/Big Sister Programs, Foster Parent Groups, and linkages of transportation and volunteer services to get people to services. (See Appendix E for humorous description of rural community work methods.)

5. Case Management: A rural modification: (for a complete analysis and evaluation, see Chapter IV) The form of case management which has been developed is basically an in-house manager who:

a. does intake

b. assigns cases to other workers and provides some direct services

c. does all MOSIS computer recording

d. carries designated office authority similar to an office administrator

e. does followup

The integrator and advocacy role vary by situation. The integrator role is most utilized in the smalles case management situation. The case manager concept has been tried in three counties (one in which is being discontinued) and is scheduled to be tried in a fourth at the termination of the Project. According to staff, the impact of this system has been to a) coordinate assignment of case, b) established someone with followup responsibility for cases, c) improve computer and case recording, and d) free service staff (from recording) to devote more time to service activities.

6. Group Work: Because supervisory staff of the Social Service Agency were aware of the excellent group work which has been done by Mrs. Iva Pearson, she was brought to the Project as a consultant during Year II. During a three day training session, she explained her group work with ADC mothers and discussed the techniques of group work. From the beginning, several Social Service Agency staff, primarily paraprofessional staff, have utilized group work practices.

Again, although this is not an unusual technique in social work, it has not been utilized to an extent in Montana. If continued and developed group work can offer socialization skills, more constructive use of recreation time, consolidation and support of gains made from other service programs, and development of self-confidence.

Administrative Support Services

1. Internal Information System: The Social Service Agency was designated

as one of three test areas in the State for the MOSIS (Montana Information System adapted from the Oklahoma adaption of CASS (Case and Administrative Service System). Rather than being an aid to service development, it has been a project in and of itself. To reorient workers to a computerized, standarized and basically non-narrative system took countless hours of worker supervisory and administrative time. After three years, the system has gained some acceptance by workers as an aid to goal-directed social work but remains a barrier to effective social work because:

a. Machine capability has never been adequately developed at the State level and turn around time is too slow to be useful,

b. The machine problems and complexities of recording take too much of the workers time to be a tool rather than a task.

There has been discussion at the State level concerning withdrawing the MOSIS. From this author's viewpoint, the withdrawal, would be an unwarranted move. MOSIS is a sound system and the pressure to achieve accountability in social services will continue to demand computerized recording. What is needed is supplemental financing and personnel assigned to the task of developing machine capability and reorganizing the system to fit the needs. To date, the system has been expected to be implemented on a shoestring" of financing and as an added responsibility of State level staff already carrying full time duties. There is an urgent need for the technical assistance of a systems anlayst, computer programmers, and people with a combined understanding of social work in the field and systems logic to help standardize the service categories and establish working logical compromises between the system logic and field use.

III. CONSOLIDATE THE DELIVERY OF STATE SERVICES AND TO THE EXTENT POSSIBLE COORDINATE THE DELIVERY OF OTHER PUBLIC AND VOLUNTARY AGENCIES

The Social Service Agency was implemented before "Services Integration" became identified as an important concept. Services Integration was 1) not one of the goals of the original Project proposal, 2) State-level reorganization and integration had not taken place when the Project began, and 3) the Project was not delegated any authority, staff, or resources devoted to services integration. However, in the course of developing a service delivery system to get services where they were needed, when they were needed, and in the most logical manner, a degree of services integration and service consolidation occurs at the point of delivery and a number of techniques classified as "integrative" have been utilized. In addition, in the latter two years of the Project, due to increasing awareness of services integration and pressure from all levels of Social and Rehabilitative Services for service integration, effort was directed toward integrative developments when they were appropriate.

The following is a description of the techniques used, and the impact of that particular technique:

1. Co-location: The location of permanent or main offices of autonomous service providers in the same facility.

Three services joined the Social Service Agency in permanent office space for various periods of time. Vocational Rehabilitation and Visual Services maintained their district office in the Glasgow Social Service Facility from October 1, 1971 through December 1, 1974. The housing of these agencies in the same building made office hunting by clients less. It also allowed an ease of referral due to continual availability and informal contact among staff or an increasing continuity of service delivery. The third service provider, the Youth Employment Service co-located in the Wolf Point Social Service Agency

outstation. (Because it was a summer program, that office could be defined as its permanent location.) Designed through the cooperative efforts of the Youth Development Program worker and the Social Service Agency Social Worker specializing in services to youth, Youth Employment Service constituted a new service to the area and added to the accessibility of services.

2. Circuit Riding:* The utilization by autonomous service providers (whose main or permanent office is elsewhere) of Social Service Agency stations for regular short-stay service provision. (This is known as the wild west version of Co-location.)

This development has taken place for different reasons by service provider and Social Service Agency station. The incentive for this type of circuit riding co-location which the Social Service Agency possessed when opportunity presented itself (by virtue of budget) was adequate and comfortable office space, a commodity which is highly valued, scarce, and expensive in small rural towns. Circuit riding representatives were also provided free of charge with use of a telephone, clerical support including appointment setting, and provision of an answering service in their absence. Information relating to this technique is best summarized in Section VII.

3. Social Service Staff throughout the district serve as Outreach for the Co-locating and Circuit Riding agencies. Outreach includes the immediate, visible availability of a contact point (worker), knowledge of the services and eligibility criteria, if any, and information-referral services.

In an area such as this when needed services may be 100 or more miles away, the "guide services" of outreach (especially with support services of transportation and telephone) contribute to the continuity and accessibility of services.

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*This term is used by project staff and may have been used in previous reports as referring to Social Service Agency traveling Social Workers, Aides, or administrators who "circuit ride" the roads among the outstations for supervisory, administrative, or direct service purposes.

4. Outreach for Other Agencies and Service Providers: Outreach includes the immediate, visible, availability of a contact point (worker), knowledge of the services and eligibility criteria, if any, and information-referral services.

Not only do Social Service Agency staff throughout the district serve as outreach for co-locating or circuit riding agencies but also any service providers with whom referral channels have been established. When services are scattered throughout 15,709 square miles and even then many are not available, the "guide services" of outreach (especially with the support services of transportation and telephone) contribute to the continuity and accessibility of services.

5. Referral: The process by which a client is directed to another service provider.

This is a standard service and a logical first step in establishing a coordinated service delivery system. Referrals are made on the basis of previous negotiations which have clarified: 1) the type of services each provider offers, 2) the voluntary nature of Social Service Agency services, and 3) a commitment to serve appropriate referrals. This channel has been established with nearly every service provider in the district and has added new levels of continuity of service to clients. For a chart illustrating those agencies and programs that are active referral channels, see Appendix F. Sheridan County offers an example of a sophisticated referral process. The Social Service Agency Social Worker investigates complaints of child welfare neglect or abuse, identifies with the client the extent to which abuse or neglect exists, supports the client in a desire to develop more satisfying parent-child relationships and refers the case to the Mental Health worker (if the client desires) for therapy with a plan for further followup by the Social Service Agency Child Welfare Worker. This followup includes analysis of the clients progress, fortification of the further need for therapy, or determination that therapy is not beneficial, as the case may be.

6. Interagency Meetings: Regularly scheduled meetings of designated agency representatives for the purpose of information sharing, collaboration, service coordination.

Two counties, Valley and Sheridan, formed interagency group meetings with quite different results. The Valley County meeting resulted in some discussion of who was responsible for what services, information exchange, and cooperation on given projects such as the compiling of a service agency directory. The Sheridan County interagency group was formed with the encouragement of the County Commissioners and then asked to serve as an advisory board to them. They are actively concerned with information exchange and service collaboration and integration. The visible spin-off of this relationship has been the inclusion of housing for social service providers in the new County Court House now under construction and consideration of the Community Service Center concept. Participants in the Sheridan County Interagency group or Advisory Board to the Commissioners include: Social Service Agency, Mental Health Psychologist, Public Health Nurse, Department of Public Welfare, Sheridan County Association for Retarded Children, Sanitarian, Alcohol and Drugs Rehabilitative Services and a School Counselor.

For participants in the Valley County Interagency Group, see Appendix G.

7. Advisory Committee: A group of people from outside the immediate service provider who advise the staff on community needs or problems, feasibility of programs, and community standing of the service provider from the specialized viewpoint of another professional discipline.

In this Project membership in the advisory committees was offered to representatives of all known community organizations in the hope of bringing a broad spectrum of attitudes and needs to the staff. The invitation for participation lacked the personal attention that rural people need in order to become fully involved in such a committee. Even with this handicap, it was, however, possible to engage a small group of interested people in Glasgow and

Wolf Point in social services as an approach to known problems and served to create an awareness of Agency services and community needs. The skills of community organization and a staff person assigned to that task are particularly helpful.

8. Joint Planning-Project Specific: The joint development of programmatic solutions to defined problems in relation to existing resources.

Rural areas, in general, lack support services and "hard services," including transportation services which are available to urban areas through referral or purchase of service agreements. Collaborative efforts to develop some of these resources were undertaken to broaden the range and potential level of services. Because the means in a rural area are so limited in terms of money, staff (most agencies have one staff member in an area or a traveling representative) and organizational capability, to develop a support service or project takes the efforts of many resources. For a summary of the types of joint planning which have taken place, see the chapter entitled "Evaluation of the Effectiveness of the Service Delivery System." These efforts have resulted in the mobilization of resources to establish support services such as Big Brother/Big Sister Programs, Day Camps for minority and underprivileged children, transportation services to connect people to resources, etc. The number and extent of these projects has had a decided impact upon the entire five-county area in terms of the development of new services, the establishment of linkages to available services, the creation of support services, and the initiation of preventive services. Here again, the skills of community organization and a person assigned to that task are particularly helpful. In addition, the community worker should have knowledge of or a will ingness to develop grantsmanship skills because many resource mobilization and support service developments require supplemental financing.

9. Joint Use of Staff: The case in which two different agencies deliver service by using the same staff.

Malta, Phillips County, is served by the Glasgow Employment Counselor, 70 miles away. In a joint effort to make this service more accessible, the Employment Service Counselor maintained close contact with Social Service Agency staff concerning possible job opportunities. The Social Service Agency staff there acted as a direct referral source, getting the people to the jobs. When special information, such as, transcripts, previous work records, recommendations, etc., are needed, Social Service Agency staff would do the ground work to help obtain the information for client and/or employer.

10. Circuit Consultation: The use of qualified staff from one service provider by another service provider as a social work professional on given cases and general problems.

This technique, which developed in relationship to several agencies on the Fort Peck Reservation, did not continue. This group might have been maintained if there had been someone local who would have informally supported the group and "talked it up" to help create interest and get people there. Attendance at scheduled meetings dropped to such an extent that the staff time and cost of the master's level Social Worker was not warranted.

11. Case Team: The arrangement in which a number of staff members representing different disciplines work together to relate a range of services of autonomous providers to a given client or family.

A Social Service Agency Social Worker is assigned to the Work Incentive Program located at Glasgow Air Force Base (18 miles northeast) of Glasgow. The duties of this worker include: participation in screening of applicants and referrals to WIN, individual counseling for personal problems which interfere with training or job placement, supervision of a Social Service Aide who provides "hard services" such as transportation, arrangements for medical attention, and shares with the Social Worker duties related to day care, supervision (shared with the Employment Service Aide) of participants' maintenance of Glasgow Air Force Base housing, support of the team concept, family counseling (except protective service situations), and referrals to Mental Health

for intensive counseling or diagnostic evaluation. At the implementation of the Social Service Agency, the WIN Program was regionalized to coincide with the district served by the Social Service Agency. The use of the Social Service Agency Social Worker on the team and the outreach referral and support services provided to WIN participants throughout the district was, in part, credited for an increase and fill of WIN training slots. The impact of the "success" was that WIN operations throughout the State were subsequently regionalized.

12. Consultation Group of Specialists: The arrangement in which a designated group of specialists voluntarily meet to discuss the case or services to a client whether or not they are involved in that particular case.

In Glasgow, through the efforts of the Social Service Agency Supervisor III, a consultation group of specialists have agreed to meet and jointly seek solutions to child neglect and abuse cases. These specialists include: a Mental Health Counselor, Juvenile Officer, Junior High Principle and Counselor, Mountain Plains Child Care Center representative, Public Health Nurse, a doctor and County Attorney. Upon invitation, the following may also attend: Judge, Department of Public Welfare representative, Alcohol and Drug Counselor, Foster Parent Association member, Sheriff or Chief of Police. The impact of this group is one of bringing new and different viewpoints into the treatment possibilities, the utilization of different services, coordination of services to the client, making community people aware of the range of problems in neglect and abuse cases, and securing community support for child welfare programs.

13. Goal-Directed Conference and Skills: These skills include the inclusion in a conference only of those staff concerned with the problem under consideration, that each person have the right and the responsibility for contribution to the discussion and decisions of the conference and that the conclusions of the conference be a binding agreement as to who will carry out what until and unless conferees return to reconsider the problem, and that no conference be called that does not have a question or problem that the participants have the right to settle within the conference itself.

Given the number of tasks to be accomplished and a degree of "meetingitis" which beset bureaucracies by their very nature, the emphasis upon these skills has created the impact of conferences with action or goals as a result. Service coordination utilizing these methods establishes a serious and direction oriented atmosphere as a basis for change and involvement with service concerns.

14. Case Manager as a Service Integrator: The arrangement whereby a Social Service Agency Service Manager acts as a service facilitator for circuit riding agency representatives.

This technique has reached conceptual stage in the smallest case management station of Scobey, Daniels County. In this station, the Social Service Aide acts as a Case Manager of her own direct service work, a Homemaker, and a traveling Social Worker. Since December, 1974, the Social Service Agency has been using facilities shared by four other circuit riders: Social Security, Veteran's Services, Economic Assistance and Unemployment Compensation. People who wish to see these representatives make appointments through the Case Manager; she in turn makes sure they have appropriate forms and necessary information they need and, if necessary, helps clients obtain or fill out the information. These clients are then prepared for the short time the circuit riding service provider is there or if the service needed is an immediate need, it is served in various ways. This technique has increased the number of clients the circuit riding representatives are able to see during a visit and brings continuous service to the clients.

15. Community Organization: A social work speciality in which a worker's clients may be groups, organizations, or individuals who wish to address themselves to a community problem.

In the Social Service Agency, the nature of the needs and the dispersion of the staff has encouraged all levels of staff to become involved in community organization. It is these skills which have been used almost exlusively

with other agencies and resource mobilization efforts.* The nature of the tasks in community organization, e.g., accepting problems as defined by the community, supporting and developing leadership, assisting individuals and groups in finding areas of agreement and disagreement, and promoting compromise solutions, and focusing upon the benefit to a group of people, requires time and continued contact with the community. It has been the experience of the Project that grantsmanship is a skill often required. More importantly, the community organization task needs to be assigned to a particular worker or workers or must be carefully assigned to a particular worker or workers or must be carefully assigned to workers involved with social casework. Interest in the individualization process of social casework often interferes with the needed group benefit focus of community work assignments. In addition, when time must be divided between casework and community work, community work tends to be pushed aside.

In a rural area, community organization makes less use of militant advocacy or encouragement of polarization because the sparse population who know one another well are not prone to in-group and out-group identification. Secondly, factionalized support is seldom adequate support to accomplish given goals.

During the Project, community organization has received positive response from the community and resulted in indirect benefits to a large number of consumers. (See chapter entitled "Evaluation of Effectiveness of the Service Delivery System".) Without the skills of community organization and time alloted to these efforts, most of the Project and activities could not have been initiated. Without the resource mobilization efforts of the community workers, many of the support services would not have been developed and the degree of service coordination may not have taken place.

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*The exception to this would be the more deliberate use of conference skills.

IV. THE CASE MANAGER SYSTEM: A RURAL MODIFICATION

The following discussion and evaluation is a summary presentation of information gained from the Director of Social Services, the Social Service Supervisor III, and the two operating case managers.

The form of case management which is being tried is an attempt to solve some of the problems of distance and in the process utilize some of the concepts of case management. It was decided to try case management due to three major problems: 1) There was no accurate way to track clients through the agency, 2) There was a need for coordination of staff and case activities, and 3) There was a need for more accurate computer recording and less staff time to be spent on recording.

At the time of this report writing, some version of the system has been tried in three counties; Daniels, Valley, and Roosevelt (the latter in which it is being discontinued) and a fourth, Phillips County, is scheduled to institute the system at the termination of the of the Project. In Scobey, Daniels County, is the only example of a case manager who deals directly with out-house service provider. (See page 17) The other case managers are basically in-house managers.

First, let us review the case manager system as it is being used with its adaptations:

1) The case manager does all intake (with the exception of protective service complaints which may be referred from the receptionist directly to the child welfare worker). Service requests can be made directly to workers who are supposed to report the request back to the case manager. The case manager fills out the a) request for service with the client b) and the identifying information (demographic and social characteristics MOSIS 120 and 130). For a review of MOSIS Forms, see Appendix H.

2) The case manager assigns the case to a Social Service Agency worker

(or sets up an appointment with another service provider).

a) The worker then fills out the Goals and Steps Form (MOSIS 200) with the client, defines service objectives and service plan.

b) This information is then returned to the case manager for recording.

3) Each month the workers (Social Workers, Homemakers, or Social Service Aides) are to return to the case manager the Progress Summary and Service Plan Review (MOSIS 420) from which the case manager takes information to update computer recording. In Scobey, Daniels County, the circuit-rider service providers (page 114) report service progress to the case manager and appropriate actions are taken.

4) The case review dates which yield a worker nagger list from the computer are usually set at three months but may vary by the type of case. (The MOSIS turnarounds are often not available within three months so dates may be set for six months away for this reason.) All cases are then reviewed by the case manager and worker.

5) The case is closed by worker initiative whose duty it is to contact the case manager that the case is closed.

6) The case manager then contacts the client by letter requesting that the client come to the office or call the worker at which time an evaluation is done. If the client does not come in or call, a checklist, letter evaluation form is sent out and requested to be completed. If this is not returned a contact is attempted by telephone or visit. The followup consists of finding out if the services requested were received, if the client was satisfied with the services, and if there are any further service requests. Most followups are completed within the same month. The maximum time between service and followup is six months.

Criteria

The criteria for the use of the above outlined case management in a rural area are primarily three. First, the size of the caseload that lends itself to case management (including the cases receiving services from out-house service providers) seems to be from 60 cases upward, depending upon the degree of direct service being provided. The case manager without direct service duties can manage approximately 100 cases of mixed types including: homemaker services including the scheduling of visiting, day care services, social casework, nursing home evaluation, etc. Secondly, the administrators and supervisors need to be aware of local population distribution and traffic flow patterns. The case manager can serve as a manager for a maximum 50 mile radius if: a) he is located in the population center for that radius and b) if traffic patterns bring people, i.e. the surrounding population of clients and traveling service staff, to him. For example, the use of Roosevelt County case manager as manager for all of that county, i.e., three outstations and all of the staff, is being discontinued because the case manager cannot effectively be available for intake over that area because there are three population centers to which people do most of their frequent travel, and it is difficult to maintain adequate contact with the workers on the cases. Other arrangements are being explored. On the other hand, in Daniels County, the case manager serves nearly as large a radius, but is located in the one population center, Scobey, to which people do their most frequent travel, to which the outstationed Homemakers have office attachment, and to which the traveling Social Worker comes. (In addition, the case manager serves as a service facilitator for four circuit-riding service providers who travel to that town.) Thirdly, it is necessary to have at least one other service provider (either of in-house staff or other staff) to whom to refer. Ideally, the case manager should not have

direct service duties in order to be available for intake at all times. When this becomes impossible due to limited staff, a workable compromise seems to be to establish reliable intake hours, and have backup coverage either from another worker or through a telephone-recording answering service. The backup coverage can be provided well by competent staff of many types.

Advantages and Benefits

1. Significant Impact upon Coordination of Services to Cases and General Office Functioning

   a. First, there is a specified authority designated to the case manager to perform particular tasks: intake, assignment of cases, recording, and minor office duties such as care of mail, filing, letter writing, completing reports, etc., or being able to do what is necessary to complete those tasks. Although the administrative duties are not likely to be the responsibility of the case manager in the larger offices or where regular administrative staff are located, in the smaller offices or outstations, a level of office administrative authority designated to someone yields better office coordination. For some of these responsibilities, in relationship to the tracking of clients, the case manager is a likely choice for these responsibilities.

   b. Secondly, it is helpful to have someone available who has knowledge of case particulars for all of the cases or large blocks of cases, especially with the high staff turnover in a "hardship area" and in social work, in general. (This suggests that the case manager should be an employee who is committed to the job for an extended period of time. The contribution of permanency is one reason that local Social

Service Aides should be considered for case managers in some areas. (The Scobey case manager is a Social Service Aide.)

c. Computerized recording and records are more accurate than they have ever been.

d. There is a designated person to whom clients can go to link to a number of service providers. In Scobey, in particular, the case manager is the link to the social work, homemaker and aide services of the Social Service Agency plus the four circuit service providers: Economic Assistance, Veteran's Services, Unemployment Compensation, and Social Security.

Barriers and Limitations

1. The initial aspects of the case manager system was undertaken with a degree of tentativeness which was not conducive to "getting the system going."
2. The effective functioning of the case manager system depends to such a degree upon the personality characteristics of the manager that in an area in which relate to personalities rather than position there is some question as to whether qualified people can be found to maintain the system. Or the form of the system maintained may vary to quite a degree according to the worker involved. The necessary qualifications for a case manager have been described as 1) one who relates well to people, 2) has knowledge of community resources and 3) is diplomatically aggressive.
3. If the workers do not report their case activities to the case manager, the case manager has little, if any, recourse. (This has actually been a problem with only one worker.)
4. To date, the service followup evaluations by the case managers have not been very useful for evaluative purposes. Approximately four out of 100

have not been entirely positive. Clients do not want to hurt a nice workers feelings or fear that services will be discontinued should they criticize. In addition, there is a disbelief that an agency would actually want an honest evaluation. They do, however, provide the opportunity to find out if there are any further service requests.

Problem Areas - Which have not been Resolved

1. Is the case manager a supervisor?
2. What degree of "clout" should he or she have over other staff to obtain needed information?
3. From whom should supervision be acquired? Under the functional supervision concept, the case manager would need case management supervision, functional adult services, and children's and family services, and possibly administrative supervision. To date these types of supervision have been carried on without undue problems. Managers and the Social Service Supervisor III have held weekly meetings to work out problems during the implementation phases. There is a question what level of supervision will be necessary to maintain the system over time. Case managers themselves feel strongly that supervision be rather concentrated. How much time the case manager under a limited system can spend under supervision may become a question.
4. What level of office administrative authority is needed to be practical? This added responsibility may be an advantage that will make the case manager system practical in small offices and outstation.

General Discussion and Evaluation

The future of the case manager system as it has been operating with its rural modifications is at this time uncertain. The case managers feel that the effort has been worth the results and that the system is fulfilling those

problems it was designed to solve. Case managers and the supervisory and administrative personnel feel that the positive relationship of the system to goal directed social work is valuable. There is a spirit of willingness to try to continue and develop the concept.

The integrator and advocate role vary considerably by county. The Scobey, Daniels County case management operation is the only one which has developed the integrator and advocate roles to any extent. But, all levels of the staff concerned with case management perceive an opportunity to pursue the two roles with time and experience and current emphasis toward services integration.

V. TECHNIQUES AND FINDINGS RELATED TO THE DELIVERY AND COORDINATION OF SERVICES TO INDIANS

The discussion of service delivery and coordination of services to the Indian population will primarily concern the Fort Peck Reservation. It must be understood that the population of the Fort Peck Reservation is both Indian and non-Indian. In addition, there are Indians who do not and have never lived within the bounds of a reservation who reside in the Glasgow District.

Historically, the reservation has been served by an aparteid system of governing units and services, those oriented toward the Indian population and those oriented toward the non-Indian population. The Social Service Agency was by definition a non-Indian agency but one which openly sought to serve both populations.

For a non-Indian agency to operate on a reservation at this particular time in history is particularly precarious. With the stemming awareness of exploitation of the Indian minority by the Non-Indian majority, any "white agency is by definition suspect. The Fort Peck Reservation is perhaps less attuned to a general Indian identity than many of the other reservations. Within the reservation population there are marked factions of Assiniboine and Sioux tribes, Red Power versus non-Red Power, and traditional lines of family ties. At present, the Indian population as a whole has not begun to perceive itself as an Indian collective. There is always an ever present awareness of the subtleties of Indian discrimination - whether the practice be one of blantant job description or the more subtle social patterns of who goes into what tavern or who goes through a door first.

The need for social services to the reservation area can be described according to five levels:

1) An immediate need for "hard" services such as transportation and

emergency food, clothing, and money.

2) A corollary need as described by other Indian agencies for "a whole fleet of homemakers" to not only do things for clients but to teach the skills of homemaking, child care and the art of creating the atmosphere of a home while taking into consideration the historical and cultural values of the Indian home.

3) A need for child welfare services to not only protect children in danger of abuse and neglect but also to help establish on-going resources for children's services and child development programs.

4) A need for multiple services directed toward the socio-psychological consequences of a people with a precarious identity. These services include family counseling, youth counseling, anti-depression activity groups, etc.

5) A need for the skills of community organization to make use of the resources that do exist, to establish educational and cultural programs, and to seek long-term investments in the future of the reservation and its people. Some of the situation, which could be served by these skills are: housing, transportation, youth opportunities, child growth and development, recreational opportunities,* and educational activities oriented toward an understanding of the Indian cultural heritage.

Experience has shown that the most frequent requests for service concern immediate, "hard" needs for such things as transportation, housing, money, etc. Homemaker service is also often requested and quite acceptable.

The particular methods and techniques which have been utilized in relation to services to the Indian population include:

1) The utilization of Indian staff. Nearly all of the paraprofessionals

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*Among the miles of the Fort Peck Reservation there is not one swimming pool.

and one social worker on the Fort Peck Reservation were of Indian descent. Additional Indian people were hired for the Day Camps and special projects. In addition, there were several Indian paraprofessionals and another Indian descent social worker working off the reservation.

2) Services were dispersed according to need. Roosevelt County, which contains most of the reservation, began with one service unit in Wolf Point. Expansion resulted in additional outstations in Poplar, Frazer, and Culbertson.

3) Community organization skills were directed toward resource mobilization and the development of support services. The paraprofessional supervisor, stationed in Frazer and working out of classification, was assigned specifically to developing programs with the Fort Peck Tribe including: a) an Assiniboine Language Project which recorded the language, developed corollary cultural materials, and implemented Assiniboine language and cultural instruction in the schools, b) obtaining an Indian counselor for the Frazer school and several other projects. The emphasis of these programs has been to bridge the gap between the older grand parent generation and the young by teaching Indian history, culture, and what it means to be "Indian." Additional community activities have centered around the planning and operation of five Day Camps, the teaching of Indian 4-H groups, etc.

4) The utilization of short-term projects. Interest and an action orientation has been maintained by the use of short-term projects whose end is in sight during the planning stages. These projects include the Day Camps and the group work activity groups. Not only do these activities or projects provide the actors with new skills but also provide companionship and social contact.

5) Establishment of a collaborative working agreement with the Bureau of Indian Affairs Social Services. Because of the large number of child welfare cases on the reservation, the limited staff of the BIA social service and

the jurisdictional problems concerning Indian children, the SSA and the BIA developed a working agreement concerning how to handle child welfare cases under certain conditions.

Barriers, Accomplishments, and General Discussion:

The Philosophy by which an agency operates usually helps determine the techniques by which that agency attempts to accomplish its goals. Needless to say, there are a number of different philosophies possible. Nowhere is this more evident than when working with ethnic minorities.

The Social Service Agency staff held two differing viewpoints about the general approach of delivering services to the reservation area. Both of these approaches are popular today. Both have their adherents within the minority groups as well as within those who serve the minority groups.

In the short run, the combined use of two differing philosophies could well serve to more effictively reach a larger number of people.

The administration of the Social Service Agency adopted the more traditional view of providing services as requested. Such an approach assumes the agency's functions to be the fulfilling of a requested need of the consumer. Under such conditions, the administration dealt directly with Tribal representatives in an effort to establish mutual respect. Tribal recommendations and requests were fulfilled when possible. If areas of disagreement arose, this did not negate respect; rather, the reasons for disagreement were stated and therefore brought out into the open.

A staff point of view that emerged is one that appears today under the rubric of "community organization". Such an approach assumes that one must identify and understand the Indian value system, must understand the cultural and structural conditions facing Indian people, and that trust relationships dependent upon this understanding must be sought. The dominant theme of this

approach is helping the ethnic group to collectively define problems and to collectively set up mechanisms to cope with these problems.

The administration's approach of satisfying individual and group demands and needs does not in the short run necessarily conflict with the collective defining and solving of problems through the community organization. Collective autonomy is a long range goal.

That the administration allowed the community organization activities of the staff to take place and, in fact, were encouraged attests not only to the diversity of the Social Service Agency but its willingness to try new and different approaches. In the case of the Indian reservation, this diversity allowed for greater acceptance, a greater number of programs, an increase in resources and funds available, and most importantly, a greater involvement of the Indian people. (Specific indicators of involvement and number of Indian people served are shown in Section VII)

Examples of accomplishments under the traditional approach are:

- the development of the outstation concept to disperse services, particularly to a people with limited mobility.
- the employment of a significant number of Indian people.
- the development of more coordinated service delivery of child welfare services.
- the establishment of a dialogue with the Fort Peck Tribal Council

Examples of some of the accomplishments under the community organization approach are:

- the institution of an Assiniboine Language Project to record the Assiniboine language, develop teaching materials and implement an Assiniboine language course in the schools
- the attainment of funds and the hiring of an Indian school counselor for the town of Frazer
- the organization and operation of Day Camps for children

Both approaches face certain difficulties in working on the reservation

with reservation peoples. Of primary importance is that of obtaining adequate staff. The conditions of the reservation demand not only training but talent and sensitivity. To further complicate the problem of adequate staff is that of hiring adequately trained or professional people of Indian descent. Non-Indians have a tendency to consider Indian descent to be an adequate qualification to work with other Indians. Yet, to another Indian, the degree of physical and cultural identification with being Indian is more important.

A second barrier facing those working on the reservation is that of apathy. As with most minorities, Indians have adapted to the conditions of their life by not being involved except with family and more intimate Tribal matters. Thus, for the community organizer, the problem of involving people to take over the course of events affecting their lives becomes difficult. For the more traditional service approach, Indian people are very often not concerned about the availability of programs that may be offered.

Related to the above, is the fact that the Indian peoples are the victims of a great number of well-meaning private and government programs. Yet, all evidence points to the fact that the Indian condition is little better today than before these programs were begun. Because of this, specific research into the social service needs and problems of the Indian population was not done. Indians have been "surveyed to death" as most new programs are based upon some demonstrated need. The Social Service Agency by its relatively unstructured approach came not to solve predefined problems but to either satisfy individual needs with already predefined programs, i.e., to provide services upon request, or aid in the development of local autonomy in collective problem solving.

Although some accomplishments can be demonstrated as cited above, overall this remains one of the most undeveloped areas of the Social Service Agency. In terms of the plight of the reservation peoples, both Indian and non-Indian, the Social Service Agency had only begun to face the problems of the area and

to receive some positive response from the people by the close of the Project.

VI. DELINEATION OF COSTS

I. PURPOSE

The purpose of the cost-effectiveness element of the overall research design is to provide State legislators, administrators, and planners information as to the cost-effectiveness of Montana's Rural Social Service Delivery System. The Project was designed to test a system of service delivery, separate from income maintenance, in a sparsely populated rural area where population density ranges from 1 to 4.3 persons per square mile.

II. RESEARCH DESIGN AND METHODOLOGY

Cost Element

As set forth in the cost-effectiveness component of the Project's evaluation design, the cost of providing services has been delineated on the various structural unit levels, i.e., district, unit, county, and outstation, of the Social Service Agency.

All of the basic cost information was taken from State accounting records supplemented by local SSA records. In cases of costs directly affecting the provision of service (salaries, travel, etc.) the basic data was individualized and allocated to the outstations on the basis of time spent by the worker in the outstation area. Indirect costs such as utilities and rent reflect actual amounts incurred in the particular outstation area. In the case of a few expenses, such as supplies, where no records were available as to consumption in the outstation areas, the expense was allocated on the basis of the judgement of the worker responsible for their distribution.

Service/Time Element

The objective of this element of evaluation is to identify the services rendered and the time involved in the provision of the particular service. CASS/MOSIS, the computer data base for the Project remains for the purpose of this evaluation non-existent, necessitating the utilization of alternate data

sources. These sources, include SSA personnel records, individual travel claims and staff interviews (See Appendix I). Results of the staff interview (All service providers were interviewed) became the main data source for this part of the evaluation. These results were combined with information from the personnel records and travel claims to allocate the total working time of each service provider into ten areas of possible activity, i.e., non-service related travel, service related travel, sick leave and vacation, direct service, community service, supervision, consultation, staff training, administrative and "other". Time spent in direct service was then broken down into areas of direct service provided.

Effectiveness Element

In evaluating the effectiveness of the delivery system, the cost element will be combined with the service element to attain the specific objective of identification of the cost of providing particular services. These costs will then be compared to specific indicators of effectiveness. Specific indicators of effectiveness examined include the following:

1. Utilization: Number of people receiving services.
2. Client Follow-Up: Client satisfaction with and recognition of agency operations.
3. Alternatives to SSA service: Rates of institutionalization in each area.
4. Comparisons among structural unit levels: Outstations, counties, and unit areas.
5. Community service summaries.

III. ANALYSIS

The time period covered in this evaluation is October 1, 1972 through September 30, 1973. This period represents the second operational year of cost data to be analyzed. Evaluation of the first years' data is contained

in the Evaluation Report of Operational Year II submitted November 30, 1973.

The two years analyzed represent diverse periods in terms of agency activities, Year I being a "start-up" period and Year II representing a period of relative stability and normalized operations. In this report data from Year II is set forth in some detail and will be contrasted to Year I data where applicable.

The total amount expended during the two years was $843,139.10, with 43% of that amount expended in Year I and 57% expended in Year II. These figures are not surprising when one considers that Year I represents the Agency's growth period with a major effort expended toward staffing and making the outstations (five throughout the area, in addition to the administrative offices, Glasgow and Wolf Point) operational.

Table 1 , (Tables 1 and 2 are condensed from Appendix J , Total Cost Breakdown, Year II, and the Year I data contained in the report submitted November 30, 1973) sets forth the significant expenses and their percentage of Total Cost for each of the two years. Net change in the percentage is shown in the third column.

Table 1

Expense	Percentage of Total Cost Year I[1]	Year II	Net Change
Salaries and Employee Benefits	64.97	72.07	+7.1
Travel	13.48	14.66	+1.18
Equipment Purchased	4.42	.8	-3.62
Rent, Office Space	4.71	4.29	- .42
Janitor	1.09	1.04	- .05
Office Supplies	1.03	.66	- .37
Telephone	5.84	3.33	-2.51
Research & Evaluation	2.83	1.51	-1.32
TOTAL	98.37%	98.36%	

[1]Percentages in this column differ slightly from those presented in the evaluation report submitted Nov. 30, 1973. The figures in the previous report reflect a depreciated cost of equipment purchased so as to more accurately reflect the cost of a "normal" operating year.

When analysing the major expense items, it is evident that salaries and employee benefits comprise the largest expense. In Year I this expense accounted for 64.97% of TPC (Total Project Costs) contrasted to 72.07% of TPC in Year II. This increase of 7.1% from Year I to Year II and the large percentage of total cost in both years expended for personnel emphasizes the facts that the Project was not fully staffed for the first year and that staff is the main resource of a service providing program.

The second largest category of cost in both years was travel expense. Travel expense amounted to 13.48% of TPC in Year I and 14.66% of TPC in Year II, an increase of 1.18%. In the evaluation report of the second operational year submitted November 30, 1973, it was hypothesized that the ratio of travel expense to TPC should decrease from Year I to Year II due to the increased efficiency brought about by the outstations being operational, thereby decreasing the amount of travel necessary to provide service in these areas. This hypothesis was not borne out in fact; however, this writer failed to take into account that allowable rates for the reimbursement of per-diem and mileage were increased for the last quarter of Year II. When the travel costs for the last quarter are adjusted to consider the increase in rates, travel expense amounts to only 13.85% of TPC in Year II. This is an increase of .37% over Year I expenditures for travel, a hardly significant increase. When considered together, salaries and employee benefits and travel expense totaled 78.45% of TPC in Year I and increased 8.28% to total 86.73% of TPC in Year II.

The remaining expense areas, telephone, rent, equipment purchased, janitor, supplies, and research and evaluation, all decreased as a percentage of TPC from Year I to Year II. The most obvious decrease (3.62%) was in equipment purchased. Telephone expense (considered essential to effective service provision in a rural area) decreased 2.51% from 5.84% in Year I to 3.33% in Year II. It is felt that this decrease was realized by an effort of the staff

to economize. The remaining expenses decreased in Year II by less than .5%.

Table 2 illustrates the percentage of TPC allocated to each office area and the Research and Evaluation Unit in each of the two years.

Table 2

Area	% of Total Project Costs Year I	Year II	Net Change
Glasgow	37.13%	30.78%	-6.35
Malta	11.14	12.12	+ .98
Wolf Point	18.65	20.01	+1.37
Poplar	11.25	9.69	-1.65
Culbertson	5.05	6.35	+1.3
Plentywood	3.18	5.2	+2.02
Scobey	4.7	6.06	+1.36
Research & Evaluation	8.9	9.78	+ .88
TOTAL	100%	100%	

Analysis of the total amounts expended in each area tend to illustrate the chronological development of the outstations. The cost allocated to the Glasgow area decreased 6.35% from 37.13% of the TPC in Year I to 30.78% of TPC in Year II. In Year I Glasgow, the administrative base of the Project, was the only office open for the entire year (Wolf Point, the other administrative office, was open 11 months) and was utilized as a "springboard" for outstation development. It logically follows then that as costs in the administrative base decrease the cost in the outstations increases as a function of time in operation.

Expenditures as a percentage of TPC increased in all of the other offices (with the exception of Poplar) in Year II. Plentywood, the outstation open the shortest time in Year I (3.18% of TPC) registered the largest increase, 2.02% for a total of 5.2% of TPC in Year II. The outstation showing the smallest percentage increase in Year II was Malta. The Malta outstation was open for five months and consumed 11.14% of TPC in Year I contrasted to

12.12% of TPC in Year II, an increase of .98%. The Wolf Point (18.65% of TPC in Year I), Culbertson (5.05% of TPC in Year I), and Scobey (4.7% of TPC in Year I) areas all showed an increase of approximately 1.3% of TPC in Year II. The Poplar outstation was the only area other than Glasgow showing a decrease in the percentage of TPC expended from Year I to Year II. The expenditures decreased 1.65% from 11.25% of TPC in Year I to 9.69% in Year II. This decrease was brought about by the addition of a social worker to the staff at Poplar during September of 1972, eliminating extensive coverage by workers traveling from other areas.

Table 3 again is a condensation of information contained in Appendix J and the report submitted November 30, 1973 but is organized along county lines. Valley County corresponds with the Glasgow area, and as expected total costs decreased 6% from 37% of TPC in Year I to 31% of TPC in Year II.

Table 3

Total Cost Per County -- Year II

	Total Cost Per County Year II	% of Total Year II	% of Total Year I
*Valley	$147,099.58	31%	37%
*Phillips	56,444.28	12%	11%
Roosevelt	175,624.29	37%	35%
Daniels	28,171.49	6%	5%
Sheridan	24,062.38	5%	3%
Total Cost less Research	$431,402.02	91%	91%
Total Cost of Research	46,790.16	10%	9%
TOTAL PROJECT COSTS	$478,192.18	101%	100%

*These two counties comprise the Glasgow unit: Total Cost Glasgow unit - $203,543.86 (43% of TPC); the three remaining counties comprise the Wolf Point unit: Total Cost Wolf Point Unit = $227,858.16 (48% of TPC).

Costs in Roosevelt County, which contains the Wolf Point Office and the Poplar and Culbertson outstations, increased from 35% of TPC in Year I

to 37% of TPC in Year II. The remaining Counties, Phillips, Daniels and Sheridan correspond to the Malta, Scobey, and Plentywood outstations respectively. Percent of TPC expended in these areas increased slightly from Year I to Year II.

Table 4 shows Year II total salary and travel costs broken down by discipline and allocated to the outstations. In Year I these expenses totaled 75% of TPC and increased 5% to equal 80% of TPC in Year II.

Travel allowances during Year I and the first three quarters of Year II were nine cents per mile and per diem ranging from $1.25 to $12.00 per day. Allowances during the last quarter of Year II were increased to twelve cents per mile with per diem ranging from $2.00 to $16.00 per day.

Salaries are set by the Montana Merit System and vary by discipline and within each discipline according to education, seniority, etc. In an effort to give the reader some understanding of the contents of the table, the following category descriptions are listed:

ADMINISTRATIVE CATEGORY: Contains two positions, The Director of Services (Salary 1125/month at the beginning of the period), and that of a Program Consultant (Salary $900/month at the beginning of the period). In addition to these two positions the category includes a portion of the expenses of Paraprofessional Supervisors and some Social Workers with supervisory and administrative duties as applicable.

CLERICAL CATEGORY: Includes seven positions with salaries ranging from $385 per month to $480 per month at the beginning of the period.

SOCIAL WORKER CATEGORY: Includes twelve positions with salaries ranging from $600 per month to $750 per month at the beginning of the period.

PARAPROFESSIONAL SUPERVISORY CATEGORY: Includes three positions with salaries at $480 per month at the beginning of the period. It should be noted that this category did not exist in the evaluation of Year I data and its inclusion at this time reflects a change in administrative staffing patterns from Year I to Year II.

SOCIAL SERVICE AIDE CATEGORY: Includes eight positions with salaries ranging from $385 to $420 per month at the beginning of the period.

HOMEMAKER CATEGORY: This category includes sixteen positions with salaries ranging from $370 to $440 per month.

Table 4

TOTAL SALARY AND TRAVEL BREAKDOWN - YEAR II

Salaries - Year II	Glasgow	Malta	Wolf Point	Poplar	Culbertson	Plentywood	Scobey	Research	Total	% of Total Year II	% of Total Year I
Administrative	$ 9,591.16	$ 8,148.56	$ 3,014.68	$ 3,742.72	$ 3,309.63	$ 2,194.04	$ 2,194.04		$ 32,194.83	10	15
Clerical	10,314.45	1,522.86	11,400.75	3,719.34	1,522.86	1,522.86	1,522.86		31,525.98	10	12
Social Workers	36,329.99	11,484.87	30,887.31	8,045.62	6,659.96	8,062.76	1,055.72		102,526.23	33	37
Paraprofessional Supervisors		3,357.12	5,384.81	1,105.62					9,847.55	3	
Social Service Aides	13,446.13	9,424.72	5,701.56	2,926.86	4,510.80	392.24	8,892.05		45,294.36	15	11
Homemakers	18,816.72	3,457.76	9,237.93	12,120.11	4,260.52	4,311.76	3,184.48		55,389.28	18	17
DVR-VS	1,947.12								1,947.12	1	
Consultants	24.73	24.73	24.73	24.73	24.72	24.72	24.72		173.08		
Day Camp Personnel	1,035.33								1,035.33	1	
Research								$28,376.70	28,376.70	9	6
TOTALS	$91,505.63	$37,420.62	$65,651.77	$31,685.00	$20,288.49	$16,508.38	$16,873.87	$28,376.70	$308,310.46	100%	98%
% of Total	30%	12%	21%	10%	7%	5%	6%	9%	100%		
Travel - Year II											
Administrative	$ 1,622.92	$ 1,506.94	$ 981.70	$ 981.70	$ 981.72	$ 620.61	$ 620.61		$ 7,316.20	10	17
Clerical	450.12	44.09	694.39	268.06	44.09	44.09	44.08		1,588.92	2	3
Social Workers	7,282.11	2,931.05	3,998.36	1,561.67	1,729.62	1,369.21	152.96		19,024.98	27	32
Paraprofessional Supervisors		820.08	2,856.00	715.48					4,391.56	6	
Social Service Aides	3,986.59	3,757.38	1,742.26	606.10	1,838.43	159.87	2,954.75		15,045.38	21	21
Homemakers	3,704.80	1,623.09	2,849.62	2,545.45	1,441.05	1,799.72	989.54		14,953.27	21	21
Volunteers	150.37	215.45	75.73	478.56			2,311.70		3,231.81	5	.22
DVR-VS	283.49								283.49		
Consultants	24.00	24.00	24.00	24.00	24.00	24.00	23.99		167.99		
Day Camp Personnel	686.52								686.52	1	
Research								$ 3,793.98	3,793.98	5	5
TOTALS	$18,190.92	$10,922.08	$13,222.06	$ 7,181.02	$ 6,058.91	$ 4,017.50	$ 7,097.63	$ 3,793.98	$ 70,484.10	98%	99.22%
% of Total	26%	16%	19%	10%	9%	6%	10%	5%	100%		

VOLUNTEER CATEGORY: Includes eight persons unpaid by the Project but to whom travel and per diem were paid for transporting clients.

DVR-VS CATEGORY: This category includes two Vocational Rehabilitation Counselors and one Aide for which the Project paid salary and some travel costs for one month. Their salaries ranged from $550 to $810 per month.

CONSULTANT CATEGORY: Salary and travel expenses paid from Project funds for the services of one consultant.

DAY CAMP CATEGORY: This category contains six positions (two unpaid, but reimbursed for transportation) hired expressly to work at the Fort Peck Day Camp. Salaries were $370 per month.

RESEARCH CATEGORY: Reflects the salaries and travel costs of the research staff of the Project. It includes four positions, one secretary at $385 per month; two Statistician I's at $690 per month and one Research Analyst at $820 per month at the beginning of the period.

Due to additions to and changes in categories from year to year, comparability between years is possible only on a consolidated basis. For example, administrative staff (including both the Administrative and Clerical Categories) accrued 27% of the total Project salaries in Year I compared to 20% of total salaries in Year II, a decrease of 7%. Administrative staff accounted for 20% of the total outlay for travel in Year I which also decreased 7% in the second year to total 13%.

Service staff (Social Workers, Paraprofessional Supervisors, Social Service Aides, Homemakers and Volunteers) accrued 66% of the total salaries in Year I and 69% of the total salaries in Year II, an increase of 3%. In Year I service staff accounted for 73% of the total outlay for travel, which increased 8% to total 81% in Year II.

Generally, the increases in expenditures for service staff reflect an increase in staffing. Briefly, there were more service staff positions filled for a longer period of time in Year II than in Year I, and there was a substantial increase in the Volunteer Category in Year II.

Table 5 corresponds with the service/time element of the research de-

sign and methodology. This table breaks down the total working time of each service providing discipline into ten areas of work activity. The first three columns, non-service related travel hours, service related travel hours and sick leave and vacation hours were taken directly from the SSA records. The remaining seven columns were calculated from the results of staff interviews. Explanation of column headings:

AREAS OF WORK ACTIVITY

Column 1. Non-Service Related Travel Hours - Includes time spent traveling in non-service related activities, i.e., community service travel, travel to meetings and training.

Column 2. Service Related Travel Hours - Time spent traveling in direct service related activities.

Column 3. Sick Leave and Vacation Hours - Time spent on sick leave and vacation.

Column 4. Direct Service Hours - Time spent with or on behalf of a recipient of direct service.

Column 5. Community Service Hours - Time spent organizing or with community service groups.

Column 6. Supervision Hours - Time spent supervising another service provider.

Column 7. Consultation Hours - Time spent by service providers in the exchange of professional advice and information as to the handling of certain types of cases.

Column 8. Staff Training Hours - Time spent by one service staff member in training another service staff member.

Column 9. Administrative Hours - Time spent by service provider in coordination with decision and policy making personnel in the effort to provide viable changes in service provision.

Column 10. "Other Hours" - Time spent in staff meetings, State level orientation, office coverage, and "Dead Time". (Time in which staff member is doing nothing.)

In order to arrive at a cost of service delivery, it is necessary to take the previous expenditures and assign them to some purpose. The following Table shows the working time of the service providing disciplines divided

Table 5

Total Time Breakdown, Year II

Discipline	NSR Travel Hours	S.R. Travel Hours	S.L.& Vac. Hours	D.S. Hours	C.S. Hours	Super. Hours	Consult. Hours	Staff Trng. Hours	Admin. Hours	"Other" Hours	Total Hours	% of Total Yr. II	% of Total Yr. I
Social Workers	1,025	1,966	1,741	13,904	3,145	650	1,568	139	233	3,427	27,798	35.5	45.45
Paraprofessional supers.	875	522	638	1,490	392	1,367	56	56	224	428	6,048	7.7	
Soc. Ser. Aides	641	1,859	1,278	8,515	2,552		110			3,351	18,306	23.4	20.38
Homemaker	232	2,185	1,876	16,233	2,176	67				2,598	25,367	32.4	34.17
Day Camp Pers.					811						811	1	
TOTAL	2,773	6,532	5,533	40,142	9,067	2,084	1,734	195	457	9,804	78,330	100%	100%
% of Total Year II	3.54	8.34	7.06	51.25	11.59	2.66	2.21	.25	.58	12.52	100%		
Year I	2.89	8.89	3.32	56.31	8.15	2.49	2.82	.19	.33	14.61	100%		
Yr II Net +-	+.65	-.55	+3.74	-5.06	+3.44	+.17	-.61	+.06	+.25	-2.09			

into the above areas of work activities.[2] A cost (in terms of Salaries, Employee Benefits, and Travel) was assigned to each area of work activity. These costs were then allocated to Direct or Community Service, as applicable, enabling the derivation of a Direct and Community Service Cost for each discipline in each outstation.

As can be read from Table 5 , Social Workers accounted for 27,798 hours (35.5%) of the total work time of service staff in Year II. This figure is a 9.95% decrease from the Year I figure which was 45.45%. This rather marked decrease is an indication of the fact that with the implementation of the Project the basic contingent of Social Workers from the previous county operations was employed. The bulk of the para-professional staff was employed as the outstations developed. In Year I Homemakers accounted for 34.17% of the total worktime of service staff. In Year II Homemakers and Paraprofessional Supervisors (Homemakers in Year I) totaled 40.1% of the total work time of service staff, an increase of 5.93%. Time spent by Social Service Aides in Year II equaled 23.37% of total service staff time, a 2.99% increase over the Year I figure of 20.38%.

In the analysis of how the workers spent their time, it becomes evident that in Year II the workers, as an aggregate, spent 59.59% of their time in direct service activities (the combination of service related travel hours and direct service hours). In Year I this figure was 65.2%, a difference of 5.6% between years. This decrease in direct service time as a percentage of total staff time is indicative of a combination of factors. Most prominent is the administrative decision made in the first year to implement a sound service program and then move into the development of community service as

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[2]Actually this was done on an individual basis, and the cumulative results were used to build this Table. Appendix K breaks this information down by each discipline within each area.

capability evolved. In Year I staff spent 8.15% of their time in community service programs. In Year II this figure increased 3.44% to total 11.59%. Also in Year II the majority of staff became eligible for sick-leave and vacation benefits. Time spent in this category in Year I amounted to 3.32% of total staff time and increased 3.74% (3.942 hours) to total 7.06% of total staff time in Year II.

Internally, Table 5 (and Appendix K which the Table summarizes) becomes an important element in the calculation of costs. Total Service Hours, the sum of service related travel hours, Direct Service Hours, and Community Service Hours become the basis of the cost per hour calculation. This is important because Total Service Hours determine cost variances other than those of salary or travel differences. The variances in cost arise basically from specialization in the sense of time spent in service activities versus time spent in non-service activities. Simply stated, those disciplines (and individuals) spending more time in service activities reflect a lower unit cost. Taken as an aggregate, all workers spent 71% of their time in Year II in service (both direct and community) activities, compared to 73% in Year I, a decrease of 2%. This is indicative of the fact that with the increase of staffing in Year II more service staff time was required in coordinative, administrative, and supervisory functions. It also indicates that the least per unit cost level of operation was probably reached sometime in Year II, although the data is not definitive enough to isolate this level. In Year I Social Workers spent 74% of their time in all service activities; this figure decreased 6% to total 68% in Year II. The percentage of time spent in all service activities by Social Service Aides also decreased from Year I (78%) to Year II (71%). Homemakers in Year I spent 70% of their total work time in service activities and the figure increased 11% to equal 81% in Year II. It has been noted that in Year I the paraprofessional supervisor

category did not exist. They were, in fact, Homemakers. If the Year II Homemaker figures are adjusted to include the Paraprofessional Supervisors (who only spent 40% of their time in all service activities) the Year II figure for Homemakers is reduced to 73%, which is a 3% increase over Year I levels.

Table 6 was compiled from results of the staff interview and breaks down the total direct service hours (sum of service related travel hours and direct service hours from Table 5) into individual services rendered. The Table rank orders the ten most time consuming services throughout the district, and breaks them down into the counties where they were rendered. For examination of service rankings beyond the top ten, see Appendix L.

The top ten services rendered in terms of time remain essentially the same from year to year although the rank may have changed slightly. The only service ranked in Year II which did not rank in Year I is Agency Case Consultation, Social. The service replaced in the Year II top ten by Agency Case Consultation, Social was Child Neglect and Abuse which ranked eleventh in Year II. The increase in Agency Case Consultation, Social, as a service is seen as a result of the dispersion of social work staff in the outstations and increasing efforts to coordinate services. It also reflects a Project wide agreement with Public Health to cooperate on a health screening of children and the endeavors of a Wolf Point Social Worker who specialized in youth counseling in relationship to the school system.

It becomes obvious from the Table that there is high demand for the "hard services" of transportation and housing relocation and the visible service of homemaking. Certainly significant is the fact that Year II figures show that 50% of the total service hours rendered were either transportation or homemaker services. These two services equaled only 38% of the total in Year I. The only other service to change significantly as a percentage of

Table 6

Rank Order, by Hours, of the Most Time Consuming Services Rendered in Year II

	Service Description (Rank Ordered by District Total)	Valley County	Phillips County	Roosevelt County	Sheridan County	Daniels County	District Total Year II	% of Total Year II	% of Total Year I
128	Homemaker Service	4,623	1,202	3,907	1,093	1,092	11,917	25.53	18.41
928	Transportation	3,256	1,489	5,623	662	364	11,394	24.41	20.05
944	Friendly Visiting	601	672	2,348	159	187	3,967	8.5	7.27
100	Information	597	482	980	455	1,123	3,637	7.79	6.26
116	Counseling	1,353	162	643	8	6	2,172	4.65	10.27
124	Day Care	1,103	112	544			1,759	3.77	5.95
136	Foster Family Care	724	104	375		23	1,226	2.63	2.90
924	Realizing Entitlement & Benefits			777	124	69	970	2.08	2.64
172	Relocation, Housing	361	93	374	97	14	939	2.01	3.28
112	Agency Case Consultation, Social	227	26	550	14	69	886	1.9	
	*Other Services	3,142	765	3,493	328	79	7,807	16.73	22.97
		15,987	5,107	19,614	2,940	3,026	46,674	100%	100%

*These figures represent a range of 28 other services rendered throughout the district which tend to lose significance when considered alone.

the total service rendered was counseling, a "soft service". In Year I, 10.27% of the workers total direct service time was spent on counseling. In Year II, this figure was only 4.65%, a decrease of 5.65%; in raw numbers this is a decrease of 1,042 hours.

After identifying the services most often rendered by Social Service Agency staff, it becomes useful to know which disciplines are rendering which services. Table 7 becomes a tool to illustrate "who is doing what?" The range of services in the Table represent the ten most time consuming services rendered by each discipline in Year II. (Year I data is contained in Appendix M). The internal numbers in the Table represent the percentage of each service that is done by a particular discipline.[3] It becomes obvious that Social Workers and Social Service Aides continue to perform a wide range of services while Homemakers and Paraprofessional Supervisors (who were evaluated with Homemakers in Year I) perform only three direct services a significant amount of time. Internally, in the Table there is little significant change in which disciplines perform which services between years with the following exceptions. The Table indicates that Social Workers performed 22% of the service Realizing Entitlements and Benefits in Year II while Social Service Aides performed 78% of the service in Year II. These figures are a reversal of the Year I figures which indicate that Social Workers did 81% of the service Realizing Entitlements and Benefits while Social Service Aides performed 19% of the service. Another service illustrating the purposeful transfer of duties from Social Workers to Social Service Aides is that of Day Care. In Year II Social Workers rendered 60% of the Day Care Service compared to 67% in Year I, contrasted to Social Service Aides doing 33% in Year II and 40% in Year I.

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[3]For a rank ordering of the ten most time consuming services rendered in Year II by each discipline, the reader is referred to Appendix N.

Table 7

Percentage of Service Rendered By Discipline, Year II

Service Description	Percentage of Year II Direct Service Rendered By: Social Workers	Paraprofessional Supervisors	Social Service Aides	Homemakers	Total % Year II
Homemaker Service		2.83	8.1	89.07	100%
Transportation	10.24	10.91	36.24	42.61	100%
Friendly Visiting	11.39	9.81	14.02	64.78	100%
Information	63.49		36.51		100%
Counseling	96.78		3.22		100%
Day Care	59.64		40.36		100%
Foster Family Care	100%				100%
Realizing Entitlements and Benefits	21.86		78.14		100%
Relocation, Housing	63.9		36.1		100%
Agency Case Consultation, Social	92.21		7.79		100%
Child Neglect & Abuse	100%				100%
Agency Case Consultation, Medical	100%				100%
Rehabilitation, Structure			100%		100%
Tenant Rights			100%		100%
Emergency Assistance			100%		100%
Protective Payee	32.71		67.29		100%

Tables 8 and 9 show the aggregate cost of providing Direct Service and Community Service in the administrative offices, the outstations and the District Totals.

The Direct Costs were calculated by distributing salaries, travel, and employee benefits of service staff over the total time breakdown in Appendix K . These costs were then charged to Direct or Community Service as applicable.

Administrative Costs were calculated by deriving a Total Administrative Cost which included total Administrative and Clerical Salaries and Travel, total Consultants Salaries and Travel, and Telephone Costs.[4] The Total Administrative Cost was then divided by Total Direct and Community Service Hours to derive an hourly cost of administration. The calculation produced an hourly cost of $1.57 (For calculation purposes use $1.5748) which will remain constant throughout this evaluation. Administrative cost for Year I was $2.53 per hour.

The differences between the aggregate costs of Year II Direct Service ($6.79 per hour) and Year II Community Service ($7.29 per hour) for the district as a whole are reasonable when one examines the level of staff involved in Community Service. Social Workers alone accounted for 3,145 hours or 35% of the Total Community Service Hours rendered by service staff. Social Service Aides accounted for 2,552 hours or 28% of the total hours of Community Service rendered. These two highest paid service disciplines accounted for 63% of the Community Service Hours rendered by service staff. Homemakers (23%), Paraprofessional Supervisors (4%), and Day Camp Personnel (9%) performed the remaining 36% of the total hours of Community Service.

In the analysis of the cost of Direct Service (Table 8) it becomes

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[4]The telephone is considered to be crucial to the effectiveness of service delivery in a rural area.

Table 8

Aggregate Cost of Direct Service, Year II

Office	Direct Costs	Admin. Costs	Total Costs	Total DS Hours	Cost/Hour Year II	Cost/Hour Year I	Year II Net +-
Glasgow	$ 80,321.95	$25,176.33	$105,498.28	15,987	$6.60	$7.82	$-1.22
Malta	31,532.71	8,042.50	39,575.21	5,107	7.75	8.01	- .26
Wolf Point	58,609.88	17,428.31	76,038.19	11,067	6.87	7.88	-1.01
Poplar	23,958.24	8,067.70	32,025.94	5,123	6.25	7.35	-1.10
Culbertson	19,266.48	5,392.12	24,658.60	3,424	7.20	7.84	- .64
Plentywood	16,114.63	4,629.91	20,744.54	2,940	7.06	8.72	-1.66
Scobey	13,616.43	4,765.34	18,381.77	3,026	6.07	8.21	-2.14
DISTRICT TOTAL	$243,420.32	$73,502.21	$316,922.53	46,674	$6.79	$7.81	$-1.02

evident that the per unit cost of direct service delivered in Year II decreased from Year I unit costs in all cases. The greatest decreases were realized in the Scobey (down $2.14 per hour from Year I) and Plentywood (down $1.66 per hour from Year I) outstations. These two outstations were open the shortest time and reflected the highest costs in Year I. The outstations showing the smallest decreases in unit costs were Culbertson and Malta which decreased $0.64 per hour and $0.24 per hour respectively. It is hypothesized that these smaller decreases would have been greater had not these areas required some coverage by Social Workers traveling from other stations. The Malta outstation shows a significantly higher cost. This is due to the "back-up" clerical work and office coverage provided by Social Service Aides and Homemakers. As a consequence the Malta complilations indicated that Social Service Aides in this outstation spent 40% of their time in office coverage and only 46% of their time in all service related activities compared to 71% of total time spent in all service related activities for social service aides project wide. The use of Social Service Aides in this manner becomes one of the practices of efficient administration in a rural area where resources are limited.

In analyzing the cost of community service (Table 9), immediately noticeable are the increases in per unit costs in the Malta and Wolf Point areas. The increase in the Malta area of $1.35 per hour is due largely to the above mentioned time spent by Social Service Aides in office coverage. It should also be pointed out that coverage of the Malta area by a Social Worker from Glasgow proved to be costly. Example: A travel claim submitted at current rates of reimbursement for the trip from Glasgow to Malta and return (140 miles) would equal $18.80. If the worker put in five hours in a service activity this travel claim could add $3.76 ($18.80 ÷ 5) in cost to each hour of service.

Table 9

Aggregate Cost of Community Service, Year II

Office	Direct Costs	Admin. Costs	Total Costs	Total C.S. Hours	Cost/Hour Year II	Cost/Hour Year I	Year II Net +-
Glasgow	$13,815.68	$ 4,362.20	$18,177.88	2,770	$ 6.56	$8.25	$-1.94
Malta	8,817.27	1,559.05	10,376.32	990	10.48	9.13	+1.35
Wolf Point	10,495.02	2,601.57	13,096.59	1,652	7.93	7.85	+.08
Poplar	8,741.38	2,765.35	11,506.73	1,756	6.55	6.77	-.22
Culbertson	1,824.13	474.01	2,298.14	301	7.64	8.58	-.94
Plentywood	2,891.54	792.12	3,683.66	503	7.32	9.17	-1.85
Scobey	5,291.34	1,738.58	7,029.92	1,104	6.37	8.73	-2.36
DISTRICT TOTAL	$51,876.36	$14,292.88	$66,169.24	9,076	$ 7.29	$7.95	$ -.66

The cost of Community Service in the Wolf Point area increased $0.08, from $7.85 per hour in Year I to $7.93 per hour in Year II. The major factor influencing this increase is the fact that Paraprofessional Supervisors spent only 57% of their total time in the Wolf Point area in service related activities which increases their costs in terms of output.

Aggregate costs of Community Service in all of the other areas decreased during Year II. The decreases ranged from $2.36 per hour in Scobey to $0.22 per hour in Poplar. The decreases in the Scobey area reflect a degree of specialization (in terms of time spent in all service activities versus time spent in non-service activities) on the part of Social Service Aides in the Scobey area who spent 76% of their time in service activities. The decreases realized in the Glasgow area of $1.94 per hour was presumably due to the fact that workers were hired expressly to work at the Fort Peck Day Camp. The cost of these workers was only $3.85 per hour, including administrative costs, which greatly reduced the cost in the aggregate.

The variation in aggregate costs between office areas is a result of many variables, mainly salary and travel expenses of staff in conjunction with time. To a large degree, the aggregate cost is a reflection of the staffing pattern for each area. Appendix O emphasizes this fact by breaking down the cost of the Direct Services rendered by each discipline in each office area.

To this point the evaluation of the cost-effectiveness of the Delivery System has been confined to a rather detailed delineation of costs. Due to a combination of factors contributing to limitations in the data, examination of effectiveness on an "episode of service" basis is not possible. These factors include 1) the undeveloped state of the art of cost-effectiveness and social services, 2) a narrowly defined role for the research and evaluation unit to monitor operations as they existed rather than systematizing operations

for data sources or experimental purposes as set forth in original proposal, 3) the unavailability of summary data from MOSIS and 4) limitations of time. Therefore, evaluation of the effectiveness of the system, which is presented in the next section, will be done on a broad "district basis" utilizing many data sources and relating to costs where possible.

CAUTIONS IN THE USE OF THIS DATA:

First, due to the fact that the data in the service/time element of the Cost-Effectiveness Evaluation is based on worker judgement, there is some room for error. However, in working with the data, the staff found no significant discrepancies with data from other sources. For this reason, the data is felt to be reasonably accurate.

Secondly, it is possible that some confusion could arise from the use of the term, "administrative office", for the Wolf Point Office. Due to the original intention of utilizing two command offices (Glasgow and Wolf Point), the data was divided in this manner, although eventually the administrative functions were centralized in the Glasgow Office.

SUMMARY OF FINDINGS:

* Considering Total Costs: Salaries, employee benefits, and travel expenses equaled 78.45% of Total Project Costs in Year I. In Year II these expenses increased 8.28% to equal 86.73% of Total Project Costs.

* The percentage of total salary expenses allocated to administrative and clerical staff decreased 7% from 27% in Year I to 20% in Year II. The percentage of total travel expenses allocated to administrative and clerical staff also decreased 7% from 20% in Year I to 13% in Year II.

* The percentage of total salary expenses allocated to service staff increased 3% from 66% of the total salaries in Year I to 69% of total salaries in Year II. The percentage of total Project travel consumed by service staff in Year I was 73%; this figure increased 8% to total 81% in Year II.

* Considering the total service staff time, the service staff as an aggregate spent 65.2% of their total time in direct service activities in Year I; in Year II service staff spent 59.59% of their total time in direct service activities, a decrease of 5.61%.

* As an aggregate all service staff spent 73% of their total time in all service related activities both direct and community in Year I. In Year II this figure decreased 2% to equal 71%. This is an indication that with the Project fully staffed in Year II there were more administrative, supervisory, and coordinative duties to be performed by service staff. It also indicates that the least per unit cost level of operation was reached sometime in Year II, although the data is not definitive enough to isolate this level.

* Analysis of services rendered indicate homemaker and transportation services to be the most time consuming services rendered by service staff in Year II. Fifty percent of the total direct service time of staff was spent rendering these services.

* A rank ordering of services rendered on the basis of time spent delivering the service in Year II reveals an emphasis on "hard services". The rank ordering for the top 10 is as follows: homemaker service, transportation, friendly visiting, information, counseling, day care, foster family care, realizing entitlements and benefits, relocation of housing and agency case consultation, social.

* Analysis of which disciplines render which services indicates that Social Workers and Social Service Aides render a wide range of services while Homemakers and Paraprofessional Supervisors are confined mainly to homemaker service, transportation and friendly visiting. This is true for both years.

* The per-unit cost of direct service for the district as a whole decreased $1.02 per hour from $7.81 in Year I to $6.79 in Year II. The per-unit cost of community service also decreased between years from $7.95 per hour in Year I to $7.29 in Year II.

* The cost per unit (hour) of direct service delivered in Year II decreased from Year I unit costs in all areas. The greatest decreases were realized in Scobey (down $2.14 per hour) and Plentywood (down $1.66 per hour), the two outstations open the shortest time and showing the highest costs in Year I.

* The per-unit costs of community service increased in the Malta and Wolf Point areas in Year II. The largest increase was seen in the Malta area, from $9.13 per hour in Year I to $10.48 per-hour in Year II. The increase results from Social Service Aides in Malta providing office coverage which increased their per-unit costs. The increase in the Wolf Point area was $0.08, from $7.85 in Year I to $7.93 in Year II. The insignificance of this increase makes the causes difficult to isolate.

* Per-unit costs of community service decreased in all of the other areas in Year II. The decreases ranged from $2.36 per hour in Scobey to $0.22 per hour in Poplar.

VII. EFFECTIVENESS OF THE SOCIAL SERVICE DELIVERY SYSTEM

The EFFECTIVENESS of the Social Service Agency will be analyzed in relationship to:

A) Utilization of the Social Service Agency direct service program including the numbers of cases aerved, description of the population served, an assessment of service satisfaction by consumers, a comparison of the general relationships of coats to service delivery and a special case cost-benefit analysis of homemaker aervices.

B) An analysis and evaluation of community organizations including the target populations aerved by the efforts, time spent, level of staff involved, benefits received, relationship of costs to the community organization endeavors, and a special case cost analysis of the transportation projects.

C) General summary and evaluation of cost and the Social Service Delivery Syatem.

D) A summary and evaluation of service coordination and services integration efforta.

Utilization of the Direct Service Program

Case Summary:

The utilization of the Social Service Agency direct service program will be analyzed in terms of the cases which have been served. Two and one-half* years of data concerning the new cases, referral sources, service only (not related to public assistance) and public assistance related cases, etc., has been collected. Before turning to this data, it is necessary to discuss two cautions in the use of this data.

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*There are two and one-half years instead of three years because from July 1, 1971 - October 1, 1971 the Project was not operational and budget cuts necessitated terminating data collection, April 30, 1974, two months before the Project termination date. The sixth month of data, April 1974, is included in Appendix p due to lack of comparability with the quarterly data.

The primary tool used for the collection and analysis of the two and one-half years that the data covers, the hand tally, was originally designed as a mere "stop-gap" measure until the MOSIS (Montana Service Information System) monitoring system was operational. The hand tally was designed to give a rather gross quantitative analysis of the caseload of the Agency and not designed as a qualitative tool to give such things as all types of services requested and/or delivered, client characteristics, demographic data, etc. MOSIS was designed to render this qualitative type of data. However, as anyone who has read our previous reports is fully aware, MOSIS has never been operational for research and evaluation purposes. Thus, the hand tally which, as previously stated, was designed as a "stop-gap" measure, became the principal tool for the analysis of case data. The data is necessarily limited. For instance, the initial request data is solely that -- a person's very first request for services from the Agency. There was no way that every case could be followed manually for information as to what additional requests may have been made or exactly what services were rendered.

Likewise, the number of referrals gathered from the hand tally is misleading in regards to any true measure of integration, agency or community interaction with the Social Service Agency. A referral is counted by the hand tally only if it results in a new case for the Social Service Agency. If a person is referred to the Agency by a local Department of Public Welfare for information about housing, but that person is receiving day care through the Agency and is an active client, then that service referral is not counted. For example, the Director of the Phillips County Department of Public Welfare had recorded 251 service referrals from her staff to the Social Service Agency during a two year period. The hand tally had counted only 66 case referrals.

During the period of October 4, 1971 through April 30, 1974, 2218* cases, or households have received services from the Social Service Agency. The original caseload was acquired from cases designated as "service only" from the previous Department of Public Welfare. Sixty-two percent (635) of these 1,025 initial transfer cases received at least one service from the Social Service Agency. During the next two and one-half years, there was a total of 1,598 new cases acquired. The breakdown of these new cases by six month periods as they were acquired is as follows:

First Period	(10/4/71 - 3/31/72)	-- 270
Second Period	(4/1/72 - 9/30/72)	-- 293
Third Period	(10/1/72 - 3/31/73)	-- 370
Fourth Period	(4/1/73 - 9/30/73)	-- 373
Fifth Period	(10/1/73 - 3/31/74)	-- 292

As can be seen, there is a steady increase in new cases until the fifth period. The marked increase in new cases acquired during the third and fourth six-month periods is a partial result of hiring paraprofessionals in outlying communities such as Dodson and Flaxville. Although these staff carry assigned duties of homemaking or social service aide duties, they bring new cases to the Social Service Agency by their very presence or availability. The decrease during the fifth and sixth month periods is due to the wind-down of the Project and decrease in staff.

Two of the questions which were initially asked were would assistance related clients use a voluntary service program, and would there be a demand for social services from the general public not related to assistance. The following data addresses itself to those questions. Service only cases have risen from 50% (135) of the total new cases acquired during the first six-month period to 70% (304) of the total new cases during the fifth six-month period. This information is presented in Table 10. The average of ser-

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*There is a 15 case discrepancy between the total cases (635 + 1,598 = 2,233) due to backdating of cases.

vice only cases for the two and one-half years is 57.5% (919) of the total new cases. Public assistance related cases, then, account for 42.5% (679) of the new cases.

The sources of these new cases were as follows:

* 60% (959) of the total new cases were referred to the Social Service Agency.

* 40% (639) of the total new cases were independent requests.

* Local Departments of Public Welfare accounted for 38% (364) of the total referrals.

* Referrals from sources other than intra-district County Departments of Public Welfare accounted for 62% (595) of the total referrals.

* The four highest sources of referrals other than intra-district County Departments of Public Welfare were private citizens 6% (95), Social Service Agency staff members 6% (90), family members 4% (59), and extra-district Departments of Public Welfare 3% (48).

* When the case acquisition versus the case type is crossed tabulated for the combined second through fifth six-month periods, it shows that 50% of the referral cases were public assistance related and 50% were service only cases. However, the independent request cases were 71% (454) service only cases and 29% (185) public assistance related. (See Table 11)

Table 10

Percentage of New Service Only Cases By Six-Month Period

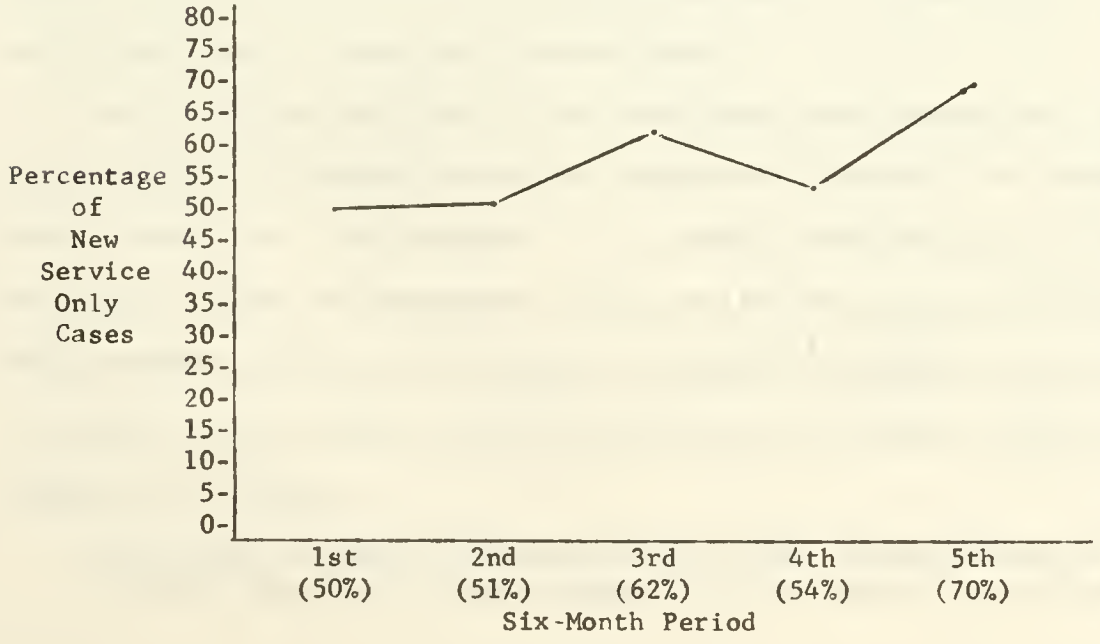

Table 11

Cross Tabulation of Case Acquisition by Case Type
For the Combined Second Through Fifth Six-Month Periods

	Referral	Independent Request
Public Assistance Related	384 (50%)	161 (29%)
Service Only	382 (50%)	401 (71%)
TOTAL	766 (100%)	562 (100%)

Table 12

Cross Tabulation of Case Acquisition by Case Type
For the Combined Second Through Fifth Six-Month Periods
Showing Percentages by Category of the Total New Cases

	Referral	Independent Request	Total
Public Assistance Related	384 (29%)	161 (12%)	545 (41%)
Service Only	382 (29%)	401 (30%)	783 (59%)
TOTAL	766 (58%)	562 (42%)	1,328 (100%)

Table 12 illustrates that 30% (479) of the total new cases were independent request-service only cases; 12% (192) were independent request-public assistance related; 29% (463) were referral-service only cases, and 29% (463) were referral public assistance related cases.

The initial requests made by the above cases were categorized in MOSIS service areas for standardization and comparative purposes. The possible service areas are: (See Appendix H for MOSIS forms) Housing and Environment, Self Support and Independent Living, Child Development and Protection, Adult Protection and Self Care, Home and Financial Management, Health, Economic, Legal, Social, Parental Functioning, Marital Functioning, Community Participation, and Other.

* The "Other Requests" service area of initial requests comprised 31% (359) of the total initial requests for the two and one-half year

period. Transportation accounted for 61% (339) of the requests in this service area.

* The "Social" service area accounted for 20% (359) of the total initial requests. Homemaker service requests accounted for 59% (212) of the total in this service area.

* Seventy-four percent (1,380) of the total closures were closed because services were completed or there were no further requests. Of these 1,380, 59% (879) were closed in Year I during mass closures of non-service Public Welfare cases.

* The caseloads at the end of each six-month period were as follows:

First Period	(10/4/71 - 3/31/72)	-- 869
Second Period	(4/1/72 - 9/30/72)	-- 708
Third Period	(10/1/72 - 3/31/72)	-- 754
Fourth Period	(4/1/72 - 9/30/73)	-- 478
Fifth Period	(10/1/73 - 3/31/74)	-- 479

The marked decrease between the third and fourth six-month periods is due primarily to a thorough review of case files throughout the district conducted during July and August, 1973, in an attempt to close all inactive cases.

One of the questions which is asked of the Social Service Agency is how long do cases stay open or how long do you actually work with a given case. An effort was made to obtain this information about the new cases acquired during the two and one-half years of data recording by a simple tally of opening and closures dates. The following case lengths were obtained: (These case lengths include any of the biases affecting case closure dates)

* The district average length of a case is 6.6 months. Sheridan County has the lowest average case length, 4.7 months, due partially to "goal-oriented workers whose record keeping is always up to date, while Daniels County has the highest, 7.47 months, due to a high proportion of long-term in-home services to the elderly.

In summary, the Social Service Agency's direct service program has served 2,218 cases, a total of 20.2% of the total number of households (10,974) in the five-county area. Of the new cases acquired during two and one-half years of operation, 57.5% (919) were service only cases: 42.5% (679) were public assistance related cases.

Of those cases acquired during the second through fifth periods by re-

ferral to the Agency, 50% (384) were public assistance related and 50% (382) were service only cases. Of those cases that came to the Agency without a referral, i.e. an independent request, 71% (401) were service only cases, and 29% (161) were public assistance related. A further breakdown illustrates that 30% (479) of the total new cases were independent request service only cases; 12% (192) were independent request public assistance related; 29% (463) were referral service only cases; and 29% (463) were referral public assistance.

These statistics emphasize:

1) that voluntary social services will be used

2) that there is a need for social services beyond the categorical limitations

3) that non-assistance related clients are more likely to come to the Agency without a referral, i.e., an independent request

4) that public assistance related clients are more likely to be referred to the Social Service Agency. As expected, the Departments of Public Welfare are the single largest referral source, due to previous structural ties and interagency cooperation

5) that the Agency has been defined by community individuals, groups, and agencies, as a viable resource both for themselves and others.

Description of the Population Served:

The general characteristics of those persons utilizing the direct service program are available from the service followup interview conducted during the summer of 1973 by the Research and Evaluation Unit. A randomly selected sample of 186 (20%) interviews were completed from a universe of 882 cases which were currently open or had received services in the previous four months.

This information will serve as the major data source for statistics by and about consumers. A brief review of this information will be presented here. For further information, please refer to the Year II Evaluation Report or other publications of the Project.

Tables 13 through 19 yield a graphic summary of household and consumer characteristics. In Table 13 it can be seen by the age of the head of household that adult and elderly categories are heavily represented. Of those households interviewed, 9% (17) were age 24 or under, 53% (99) were age 24-64, and 35% (65) were age 65 or over. The contact with the youngest age group has occured primarily through the employment of a guidance counselor as a youth specialist in the Wolf Point area and child welfare services.

The percentage, 35%(65) of elderly utilizing the Social Service Agency indicates Agency response to the needs of elderly in the area.* Generalizing to the total population, the direct service of the Social Service Agency has touched at least 14% of the households of persons age 65 or over.**

In relationship to the sex of the head of household, 44% (82) are male and 56% (104) are female. The disproportionate percentage of female headed households is directly related to the marital status of the respondents. Sixty-six percent (127) of the respondents belong to a non-married category (widowed, divorced, separated, single) which is dominated by females.

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*Housing, transportation, medical needs, nutrition, etc. were studied through an in-depth survey of persons age 60+.

**This estimate was arrived at by multiplying the percentage of heads of households (35%) by the total households served (1,925) by 1.5 (an estimated number per household for those age 65 and over) divided by the area population age 65 and over (4,767).

Table 13

Age of Head of Household

	18-24	25-34	35-44	45-54	55-64	65+ *
No.	17	30	24	16	29	65
%	(09%)	(16%)	(13%)	(08%)	(16%)	(35%)
TOTAL						
	09%	53%				35%

Table 14

Sex of Head of Household

	Male	Female	Total
No.	82	104	186
% TOTAL	(44%)	(56%)	(100%)

In relationship to the ethnic group of those consumers interviewed, 58% (108) categorized themselves as Caucasian; 41% (77) categorized themselves as American Indian. Slightly less than half of those utilizing the Social Service Agency represent the minority population of the district. Utilizing a conservative estimate, the Social Service Agency has served approximatly 27% of the Indian population in the area.**

With respect to household composition, 27% (51) are comprised of one adult; 25% (46) are comprised of "one parent family" arrangements; 23% (42) are comprised of married couples with children, 11% (20) of married couples only; and 12% (23) are comprised of extended non-marriage arrangements. The Total Number in the Household indicate that there are a large number of one-

*22% are 75+.

**This estimate was derived by multiplying the percentage of American Indian consumers (41.0) times the total cases served (1,925) by the average number of persons per household (3.2). The latter average is probably low in relationship to the total number of persons per household indicated in the service followup.

person households and a significant number of households of four or more persons.

The total family income of households being served represents a wide range of incomes. More significantly, 57% (105) of the households exist with incomes of less than $3,000 per year. Thirty-five percent (65) receive incomes in excess of $3,000 per year. The latter breakdown is within one percentage point of the difference of the percentage of public assistance related cases versus the percentage of service only cases for the two and one-half year period. But, only 38% of the households claim utilization of the Department of Public Welfare before October 1, 1971 (the opening date of the Social Service Agency) for financial assistance. This suggests that the Social Service Agency serves a significant number of households which operate on marginal incomes that are not public assistance. It is hypothesized that a significant number of elderly households fall into this category. These elderly without social services would likely be forced into other living arrangements or much less adequate existence.

Table 15

Marital Status

	Married	Widowed	Divorced	Separated	Single	NR	Total
No.	58	47	28	14	38	1	186
% TOTAL	(31%)	(25%)	(15%)	(08%)	(20%)	(01%)	(100%)

Table 16

Ethnic Group

	Caucasian	American Indian	Other	Total
No.	108	77	1	186
% TOTAL	(58%)	(41%)	(01%)	(100%)

Table 17

Household Composition

1.	One adult only	51	27%
2.	Married couple only	20	11%
3.	One adult with children	46	25%
4.	Married couple with children	42	23%
5.	Mixture of non-married adults (Brothers, sisters, friends, etc.)	13	07%
6.	Mixture of non-married adults with children	10	05%
7.	Other	4	02%
	TOTAL	186	100%

Table 18

Total Number in Household

	One Person	Two Persons	Three Persons	Four Persons	Five Persons	Six Persons	Seven Persons	Eight Persons	NR	Total
No.	49	38	26	14	24	15	6	13	1	186
% TOTAL	(26%)	(20%)	(14%)	(08%)	(13%)	(08%)	(03%)	(07%)	(01%)	(100%)

Table 19

Total Family Income

	$500 or Less	$501 999	$1,000 1,999	$2,000 2,999	$3,000 3,999	$4,000 4,999	$5,000 5,999	$6,000 7,999	$8,000 Plus	NR	Total
No.	14	12	46	33	20	13	10	8	14	16	186
% TOTAL	(08%)	(06%)	(25%)	(18%)	(11%)	(07%)	(05%)	(04%)	(08%)	(09%)	(100%)

*Does not add up to 100% due to rounding off.

It should also be noted that 12% (22) of the households have incomes over $6,000 per year. These income categories are not usually served by comparable social service units within the State of Montana and lend documentation to the need for social services in the total population.

Service Satisfaction:

Having examined the type of population being served, let us proceed to the assessment of service satisfaction by the consumer. Two direct questions concerning consumer satisfaction were asked. Table 20 proves a measure of social services impact upon the consumers' living situation.

Table 20

Did the help you received through the Social Service Agency make your overall living situation any different?

Better	Same	Worse	Don't Know No Response	Not Applicable *
118	44	4	10	10
(63%)	(24%)	(.02%)	(.06%)	(.05%)

Sixty-three percent (118) of the consumers felt that their living conditions had been made better, a rather significant "success" rate. Twenty-four percent (44) felt services had not affected their living situation. Two percent (4) felt services had made their living situation worse.

When asked to rank the quality of services received, 78% (145) responded very favorably.

*Five percent of those interviewed felt they had not received any services and should not be on the sample.

Table 21

In general, do you feel that the services you have received are excellent, good, fair, poor, or very poor?

Excellent-Good	Fair	Poor-Very Poor	Don't Know No Response	Not Applicable
145	19	6	10	6
78%	10%	3%	6%	3%

Table 22 shows the correlation between these two measures of satisfaction.

Table 22 N=186

CHANGE IN LIVING SITUATION	RATING OF SERVICE QUALITY			
	Excellent Good	Fair	Very Poor	Don't Know No Response
Better	91.5% (108)	6.8% (8)	--	1.7% (2)
About the Same	63.6% (28)	29.5% (10)	4.5% (3)	2.3% (3)
Worse	25.0% (1)	--	50.0% (2)	25.0% (1)
No Response Don't Know	60.0% (6)	10.0% (1)	--	30.0% (30)

Of those stating that their overall living situation was made better, 91.5% (108) rated the services as excellent or good and 6.8% (8) as fair. Of those who stated that their living situation was about the same, 63.6% (28) rated the services as excellent or good; 29.5% (10) rated them as fair and 4.5% (3) as poor or very poor. Of the four who stated that the services which they received made their situation worse, 25% (1) rated the services as excellent or good; 50% (2) rated the services as poor or very poor. It is significant to note that even those households who did not feel that the ser-

vices of the Social Service Agency had changed their overall living situation ranked the quality of service high.

The percentage of satisfaction and positive impact ratings are so high that there is little room left to define who is satisfied and who is not satisfied. The following summary statistics are relevant:

* 83.3% (90) of the Caucasian and 71.4% (55) of the American Indian respondents rated the service quality as excellent or good.

* 71.3% of the Caucasian group and 51.9% of the American Indian group considered social services to have made their overall living situation better. Even though the American Indian group "better" response was 19.4% lower than the Caucasian group, the rating still constitutes a significant impact.

* The positive impact is highest among those of incomes less than $3,000 per year.

Of those responding that help from the Social Service Agency has made their overall living situation better, 64.3% (76) receive total family incomes less than $3,000 per year; 30.4% receive total family incomes in excess of $3,000 per year.

* The majority of all age groups credited services with having improved their overall living situation. The most positive impact occured in two age groups: those age 65 and older, and those age 55-64.

From the above positive response toward the quality of services and its impact upon overall living situation, it is obvious that the Social Services Agency has achieved a high degree of credibility in its delivery of direct services.

A Special Case - A cost-benefit analysis of homemaker services:

The state of the art in the attachment of costs and benefits of social services is rather precarious. However, it is possible with certain "hard" services such as homemakers services to derive legitimate measures of the episode of service and its respective cost.

One of the objectives of homemakers services is to allow individuals, particularly children and adults, to remain in their own homes rather than seek institutional care. The following tables deal witn information concerning people who have utilized homemaker services in order to stay in their own homes. From this data, it is then possible to compare the cost of homemaker services as opposed to the cost of alternative care or institutionalization.*

During 1972 a total of 246 cases were served by Homemakers. During 1973, 995 caaes were served in some way by Homemakers. (The coincidence of cases between the two years cannot be isolated.) In relationship to the 1972 caseload, staff judged their services to be keeping 48 persons out of special or institutionalized care. Thia compares to 169 persons, constituting a 121 person increase, during Year II.

During 1972, 36 cases were allowed to return home from a nursing home, hospital or other special care facility. During 1973, 73 consumers were returned from special care facilities. Persons from 16 families were later placed in permanent or long-term special care in 1972. This compares to 60 persons during 1973.

In relationship to cases involving children, Homemakers felt that in both years their services were keeping 11 children out of special care facilities.

Seven cases concerning children during 1972 involved families in which at least one member of the family was allowed to return home from special

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*The information presented in these tables is derived from a number of data sourcea used during 1972 and 1973.

Table 23* **

Homemaker Service Benefits to Adult Cases

Do you feel it would be necessary for a person in this family to be put in special care (hospital, nursing home, foster care, etc.) if services were not provided?

	Yes
Year I (1972)	48
Year II (1973)	169

Was anyone in this family allowed to return to his own home from:

	Nursing Home	Hospital	Special Care	Total
Year I (1972)	5	30	1	36
Year II (1973)	12	48	13	73

Was anyone in this family later placed in permanent or long term care:

	Yes
Year I (1972)	16
Year II (1973)	60

Did anyone in this family ever request help in finding:

	Different Housing	Nursing Home Placement	Long-Term Hospital Care
Year I (1972)	28	13	6
Year II (1973)	28	20	9

*The period covered in Year I is calendar Year 1972; period covered in Year II is calendar Year 1973.

**No, No Response and not applicable responses are not shown in the table.

Table 24*

Homemaker Service Benefits to Cases Involving Children

Do you feel it would be necessary for a person in this family to be put in special care (boys' home, girls' home, foster care, etc.) if services were provided?

	Yes
Year I	11
Year II	11

Was anyone in this family allowed to return home from foster care, boys' school, Hope Ranch, girls' school, etc., because of Homemaker services?

	Yes
Year I	7
Year II	5

Was anyone in this family later placed in permanent or long term special care?

	Yes
Year I	3
Year II	4

*No, No Response and not applicable responses are not shown in the table.

care because of homemaker services. This compares to five cases during 1973. (Table 24)

During 1972 three cases concerning children involved families where someone was later placed in permanent or long-term special care. This increased to four during 1973.

During the combined two years, approximately 239 (there may be some coincidence of cases) adults and children have been enabled to remain in their own homes rather than be institutionalized in some manner.

Utilizing information from the in-depth Homemaker study, an estimate of the cost of Homemaker care versus institutional care can be derived.

Homemaker Services:	Year I	Year II
Average hours of Homemaker Service/mo.	3.04 hrs.	2.27 hrs.
Average cost per hour of Homemaker Service	$ 7.20	$ 5.99
Average cost of H.M. Service per month per client: (Average cost x average no. of hrs. per mo.)	$21.88	$13.60

Institutionalization: (Rates are the same for both years)

Average cost of adult care (nursing homes in Glasgow District) per month per client equals the average daily rate of institutional care ($11.15, range: $9.60 - $12.69) times the number of days per month (30).

30 x $11.15 = $334.50 per month

Average cost of child institutionalization per month = $175.00* ($150 - $200 range)

Benefits received (savings over alternative care)

Number of clients x savings per month** x number of months.

Average case length: Year I 5.08 months
Year II 6.61 months

*Derived from actual rates of Montana institutions for children.

**Savings per month calculated by subtracting monthly cost of Homemaker Service from monthly cost of institutionalization.

Year I		Benefit Received
Adults	48	$76,229.27
Children	11	17.469.21
		Total Benefit Year I = $93,698.48

Year II		
Adults	169	$358,474.18
Children	11	11,735.39
		Total Benefit Year II = $370,209.57
		Total Benefit Both Years = $463,908.05

Thus, the cost of supporting a Homemaker is far exceeded in benefit by the cost of alternative care. The Total Benefit for both years is a grand $463,908.05.

In summary, there are two statistics which should be reviewed. First, the cost of one month of homemaker services has decreased from $21.88 in Year I to $13.60 in Year II. This decrease in cost has been brought about by a decrease in the cost per hour of homemaker services. This decrease in the actual hours of service contact carries implications for the use of the data. It should be remembered that in the derivation of averages not only are long-term cases considered but also one time short term services. If these figures are to be used to support long-term in-home care for the elderly, it should be remembered that the amount of time required to support a person in his home will tend to be higher than 2.27 hours per month and that the cost will consequently be higher.

Secondly, the grand savings of $463,908.05 over alternative care cannot be over-emphasized. If this seems an unrealistic estimate, it serves one well to remember that at a cost of $334.50 per month, one person spends $4,014.00 per year to be in a partial-care institution. If any supplementary hospital care were received, it would add approximately $100 per day to cost

of care. Thus, in terms of how public monies are expended, homemaker service yields high benefit in relationship to its cost.

An Analysis and Evaluation of Community Organization and Resource Mobilization

During its three years of operation, the Social Service Agency has become involved in a broad range of activities which have been recorded under the name of community activities. At various times these activities have fallen into the following classifications: locality development, social planning, resource mobilization, volunteer coordination, community services, interagency coordination, services integration, etc.

How to record and analyze community organization activities as they relate to a particular agency and a clientele present unique considerations. Community organization is, by definition, the involvement of two or more (and usually a large number of) persons, be they resources or consumers in a given activity. How to track this varied activity by a number of persons becomes the first question. Highly related to this is the question of to what extent a coordinated effort can be credited to a given agency or staff member of that agency. This is sometimes not a problem in the first stages of an organizational effort or a short term effort but becomes increasingly complex over a period of time or during a large scale community organizational effort.

Let us explore the following hypothetical situation. A SSA staff member may be closely involved with the initial stages or organization of a Senior Citizen Group, but to isolate who "initiated" the project may be hard to discern. The number of persons receiving the benefit of this 'service' is presumedly the members of the senior group. With development, the decision making becomes based in the group. Suppose the group decides to ask for funding, become incorporated, and establish a center. The director and president as representatives of the group make the decisions and may call upon the SSA for advice (potentially quite a different role for the SSA than in the original stages). Given that the aim is accomplished, the Senior Center then decides to sponsor and run a "Crisis Center". At this point, undoubtedly a

large number of community agencies, individuals, officials and organizations have been involved in the development to some degree, small or large. How this might be objectively and realistically recorded is a task for worker and researcher. More important, the question of who claims what credit for given accomplishments becomes almost ethical. Because the SSA was involved with the original organizational effort, should they also be credited with the "spin-offs" of that effort?

These questions are raised not only for the sake of the staff involved in the SSA but for 'evaluators' of the SSA be they local, state or regional DSRS personnel, laymen, or legislator. What becomes critical is to examine to what extent the SSA has become defined as a viable source for needs, and the ability and capability for the Social Service Agency to work with the community. In order to establish a "community" program, the Social Service Agency by definition must relegate leadership roles to community members and those outside the agency.

An analysis of these various non-social casework involvements becomes critical to the evaluation of the Social Service Agency in terms of the change it has brought to the area service program and because these were major involvements which the communities requested of the Social Service Agency. Before the implementation of the Social Service Agency, these type of activities were of minimal concern to the County Departments of Public Welfare, the social services provider.

It has repeatedly been pointed out in the literature that the state of social services in rural areas is one which lacks many of the support services and "hard" services which are available in urban areas through purchase of service agreements or private agencies. It was in response to this lack of, and need for, these particular services that it became necessary to move into the realm of community activities.

Although a quantitative analysis of these activities is impossible, a qualitative analysis will be made in an attempt to show the extent and some of the results of these endeavors. There have been 141 endeavors in the five-county area. A breakdown of these activities by county is as follows: Daniels County, 17; Sheridan County, 17; Valley County, 66; Roosevelt County, 32; and Phillips County, 9. According to the cost analysis, these endeavors have consumed some 14% (12,988 hours) of the total service time (90,946 hours) during the first two years of operation. (This lacks only nine months of agency operation in Year III, during which time, community activities were curtailed in the wind down for post project operations.)

Utilizing general categories, the type of activities can be classified into the following:

Table 25

Type of Community Organization Activity

Type of Activity	Number of Endeavors
Development or Expansion of Resources, Service Coordination	62
Specifically related to Indian services	25
Public Information and Education	30*
Volunteer Coordination	17
Training by Agency	2
Specifically related to Indians	1
Group Work	1
Specifically related to Indians	3
TOTAL	141

*This includes only special talks to groups for educational purposes or to clarify the nature of the agency. It does not include a multitude of public talks to support individual activities such as Crisis Line or Big Brother/Big Sister programs.

Because so many of the service coordination efforts become interwoven with the development or expansion of service resources these activities were classified together. This category includes the development of support services such as the transportation projects, Big Brother/Big Sister Program, interagency meetings, development of Councils on Aging, various roles related to Senior Citizen Centers, the organization and operation of Day Camps, serving as board members for Family Planning Services, Red Cross, etc. This category is noticeably the largest of all categories, partly because of the broadness of its definition. It is important to note that of the 141 activities designated, 20.1% (29) were related to the Indian Population.

The number of projects accredited to public information and education include specific educations talks to groups, school classes, organizations, etc. This does not in any way reflect the multitude of public talks that are given to promote various community activity efforts and underestimates the number of times information concerning the nature of social services was given because workers simply do not record this information.

Volunteer Coordination includes a variety of activities such as: recruiting volunteers for the Special Education Camp, finding transportation means for children to get to Special Education Camps, etc.

Training by the agency is related specifically to two training sessions for Day Care mothers and one training session for Foster Parents.

Group Work, one of the latter undertakings by Social Service staff, primarily paraprofessionals, is related to activity groups providing instruction in homemaking arts and the comfort of social contact.

Using a very broad categorization of the state of development which the activities or project have reached, some idea of accomplishment can be obtained. The level of accomplishment is intended to reflect developments as they occurred within the project operational period only. In many cases,

decisions concerning how such projects would be carried on after project termination were uncertain.

Table 26

Level of Accomplishment in Community Activities

Level of Accomplishment	Number of Endeavors
Project Completed	55
Information/Public Education	34
On-going Organization Developed	26
Organization undertaken, interest lacking or barriers insurmountable	12
Funding Pending at Project Termination	3
Refunding of on-going projects pending at termination	3
Organization completed, development committed at project termination	3
Organization completed, project rejected by community	1
Other	4

Of the 141 projects undertaken, 87% (122) had achieved completion, on-going organization, or final (fund-seeking) phases. To consider the other 13% as total failures is to negate the nature of community organization. There are a number of parameters or contingencies which affect the outcome of any community organization effort. It must be remembered that a great deal of the success of any community organization effort depends upon the timing of the effort. For example, work with the schools may be discontinued for the summer months or efforts to seek funding for housing developments may be tabled until federal housing funds become available.

It is evident that the level of community organization success is very high. This is in part due to a total staff involvement in community integra-

tion. Because community work is a task which requires continual contact with the area of concern and availability to the citizens of that area, staff of all levels have been encouraged to become involved in community activities. This involvement is reflected in the following table.

Table 27

Level of Staff Involved in Community Activities

Level of Staff Involved	Number of Given Activities Involved In
Director of Services	12
Social Worker I	73
Volunteer Coordinator	41
Paraprofessional Supervisor	7
Social Service Aides	49
Homemakers	34

The Table specifically shows the level of staff involved in the 141 activities which have been designated as community organization projects. It is not intended to show the numbers of staff involved or the number of times particular staff have been involved.

Another important contribution to the accomplishment of community organization efforts is the degree of collaboration and utilization of community resources. In an area where resources are limited, maximum use of available resources are necessary. The following table indicates the number of different activities in which given resources were involved. This does not imply the frequency of contact. Rather, it indicates the number of projects in which the given resources were involved in purposeful collaboration. (To attempt to record frequency of contact is nearly impossible due to the large number of contacts maintained during everyday operations.)

Table 28

Resources Involved in Community Organization

	Number of Projects Resource was involved in
Non-Indian Related	
Civic Groups	26
School Systems	22
Senior Citizens and Aging Councils	19
Medical Resources	13
Religious Resources	11
Action for Eastern Montana	11
Mental Health	8
County Commissioners	8
Voluntary Service Organizations	8
A. & D. Rehabilitation Services	8
Public Health	7
ICAP	7
Business Groups	7
Departments of Public Welfare	6
Courts, Probation, Parole	6
Agricultural Extension Services	5
City Councils	5
Low Income Organizations	5
Law Enforcement	4
Bureau of Work Training, (NYC, Manpower Programs)	4
Legislative Delegation	3
Other (Nine Organizations and Groups)	18
Indian Related	
Fort Peck Tribal Council	7
School Systems	6
Bureau of Indian Affairs	5
Fort Peck Housing Authority	4
Bureau of Work Training (NYC, Manpower Programs)	3
Special Tribal Committees	3
Indian Mental Health	1
Agricultural Extension Service	1
Public Health	1

The variety of resources which have been involved and utilized is immediately noticeable. Highest among the collaborative resources are: Senior Citizen Organizations, School Systems, Medical Resources, Action for Eastern

Montana, and Indian Related resources. In addition, what is not so evident are the constant contributions in time and effort of the interested citizen. Their contributions are critical to all levels of community organization efforts.

Having established that a number of varied endeavors have been undertaken, it remains to consider some measurement of benefit. It is possible to arrive at a realistic estimate of the numbers of people served by these endeavors. The compiled data shows that of the 126 projects, 34 families, and 2,688 individuals, 701 of which have been of Indian descent, have been served. Thus, approximately 2,900* persons have been affected by the community organization efforts, which constitutes 8% of the five-county population.

In addition, the Social Service Agency staff played various roles in obtaining direct monetary funding for community efforts. The type of project funded and the amount of total funding are shown in Table 29. The sources of funding are a combination of local, state, and federal monies as made possible by the different titles.

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*This final estimate is the number of individuals given, 2,688, plus 34 families x the average size (4), plus a conservative estimate of 126 additional persons being served by projects whose benefit population was undetermined.

Table 29

Monetary Benefits to Community

	Amount
Valley County Senior Citizens Transportation	$ 3,000
Valley County Multi Services (nutrition, home maintenance employment, transportation (refunding))	19,000+
Valley County Contributions to Senior Citizens for building purposes	1,500
Phillips County Transportation Project	
Daniels County Transportation Project	2,800
Roosevelt County-Froid Meals on Wheels	7,300
Roosevelt County-Culbertson Meals on Wheels	7,956
Homemaker Transportation Aid for Sheridan County	4,790
Full Time Indian Counselor for Frazer School	14,400
Cultural Historical Assinboine Maturity Project	5,000
Granted to the Fort Peck Tribal Council for Comprehensive Adult Education	85,000
Indian Studies in Language, Music, and Literature, Frazer School	5,000
Fund Raising Efforts for:	
Phillips County	
Malta Sheltered Workshop	$ 2,500
Pay large medical bills	15,000
Valley County	
Compiling Adoptive Albums	145
Funding Pending at Termination of Project:	
Sheridan County	
Additions to Westby Senior Citizens Center	$ 500
Establishment of Medicine Lake Senior Citizen Center	1,950
Roosevelt County	
Cultural Trail Rides Project	NA
Froid Meals on Wheels	$ 7,300
Culbertson Meals on Wheels	14,000
Fort Peck Reservation-Belingual-Bicultural Program	$150,000-200,000

Proposals Pending:

Daniels County

Forty Bed Addition to Nursing Home including group eating and Meals on Wheels
Homemaker Services to people not eligible under categorical limitations

Because the degree of collaboration is very high, to isolate the projects that would not have been developed without the efforts of the Social Service Agency is difficult. When most successful, the Social Service Agency played a role in organizational efforts which allowed communities to pursue projects without Social Service Agency support. It is possible to state that these activities were not occurring before the implementation of the Project. In fact, several attempts to implement given projects had been made throughout the area, but they were not successful. The number and extent of such projects which are carried on after Project termination will determine the strength of some of the organizational efforts.

It is evident that a number of community agencies informal groups, and community service clubs are working together. When so many resources are working together, it becomes impossible to determine leadership roles. What is being presented at this time is that the Social Service Agency, because of its broad base, its lack of vested interest (of critical importance is the removal from the welfare image), and commitment to community involvement became the mechanism by which community agencies, informal groups, and service agencies could come together in solving community problems and needs.

The multiple use of agencies, informal groups, and interested citizens very often serve to benefit members of the larger community. A case in point is the Valley County Senior Citizen Transportation Project. This project represents the combined efforts of the Social Service Agency volunteer Coordinator, the county commissioners, the senior citizen center, and the

Council on Aging. This project, a transportation service to persons over age 60, has not only benefited the target group but also tended to stabilize the Glasgow city taxi service. A definitive cost-benefic of this project is presented below.

Special Case Analysis - Benefits of Valley County S.C. Transportation Project:

The primary beneficiaries of the Project have been 77 persons age 60 and over who have utilized the Transportation Project. The income levels of the 77 persons are as follows:

Table 30

Yearly Income of 77 Persons Utilizing Transportation Project

	$0 - $2,640	$2,641 - $4,000	$4,001 - $5,000	Total
No.	66	10	1	77
%	85.7	13%	1.3%	100%

From the table it is obvious that 85.7% of the people served exist on incomes of $2,640 per year or less. From these 77 low-income persons, a random sample of 16 (20%) were selected to be studied. Of the 16 utilizers sampled, 50% received some type of public assistance, 31.25% received social services, and 18.75% received both. This data indicates that the population served tends to be of very low income and that 50% of those served are marginal in relation to public assistance.

Data from the study indicates that mean trips per individual per month increased 2.6 trips per month, from .81 trips per month without the program to 3.41 trips per month with the program. Over 50% of these trips were for "essential" goods or services. i.e., doctor, clinic or grocery shopping.

When asked, "Are you satisfied with the transportation program?" 100% of those interviewed said, "Yes"! None of the persons interviewed could offer any suggestions for improving the program.

The secondary, beneficiaries of the program are the Taxi owner and his driver. The owner of the Taxi service felt that the program has put his business on a paying basis. His contention that he receives $250 - $275 per month in additional income from the project is supported by data from the sample studied. Respondents in the sample were asked to estimate the amount of money they spent utilizing the Taxi service before the project began. Compilations of this data indicate that the respondents spent an average of $1.88 per month. The value of tickets actually used per month by individuals with the program was $5.23, a difference of $3.35. This difference of $3.35 per individual (77 persons) is additional income to the Taxi owner. This means that the Taxi owner receives approximately $257.95 ($3.35 x 77) each month that he would not receive if the program were not in operation.

Benefit to the Taxi driver takes the form of wages (actually a disbenefit to the owner), which although not great could adequately supplement a fixed income.

Summary and General Conclusions:

Having examined the specific benefits of the direct and community service program, it remains to analyze effectiveness of the Social Service Agency as a system. In a program as broad based and unstructured as the Social Service Agency has been, it is possible to derive only basic generalizations pertaining to cost in relationship to service delivery.

Two inter-related concepts utilized throughout the life of the Project hold important implications for service delivery in a rural area. These concepts are the District concept and the use of out-stationed staff. The commonality these two concepts embrace is that of distance, perhaps the largest barrier to overcome in providing service in a rural area. The district concept implies centralization of administrative functions bringing about savings in terms of administrative salaries and office space. In turn, decentralization of service staff (the outstation concept) implies increased costs of travel and operation of multiple service units. Thus, it is possible that any savings resulting from centralizing administrative functions may be offset by the increased cost of service staff in the outstations. (Dissavings may also result from decreased output due to travel, etc.) Any savings or dissavings resulting from the use of these concepts will ultimately be decided by the size of the district, which obviously begs the question, "What size of district is best?" This question can be answered only in terms of population characteristics, geographical locations, individual community need for services etc., in the area considered.

Closely correlated to these two concepts is the use of traveling service providers instead of outstationed service providers. Data from the second year cost analysis offers an opportunity to compare the costs and output of a traveling social worker to the cost and output of a social worker outstationed in Malta, Phillips County.

During this period the coutstationed worker spent 2,016 total hours of which 1,318 hours were committed to service related activities. The costs allocated to this worker equaled $11,150.37 (includes salary, benefits, travel, and administrative costs. The same costs allocated to the traveling worker for the time he spent in Malta equaled $3,780.55. During the period the traveling worker performed a total of 1,672 hours (10 months), of which 506 were spent in traveling to and working in Malta. Of the total 506 hours spent in Malta only 405 hours (80%) were spent in service related activities.

By extrapolating the costs of the traveling worker out to equal the costs of the outstationed worker, it is possible to compare the output of the two workers.

The traveling worker costs of his assignment in Malta divided by his total time spent in Malta indicates that his cost per hour was $7.47. At this rate, for his costs to equal those of the outstationed worker he would have to spent 1,492.4 hours in Malta. At the rate he was working in Malta, this would be accomplished in 29.5 months, in which 1,193.9 hours (80% of 1,492.4) service would be rendered. This compares to the outstationed worker who for the same cost put in 2,016 total hours in 12 months for which 1,318 hours of service were received. This indicates that the outstationed worker produced an additional 124 hours of service for the same cost in less than 40% of the time.

By extrapolating the traveling workers time out to equal that of the outstationed worker and then comparing cost, the following results are seen. When the times are equal (each worker has put in 2,106 hours) the costs for the traveling worker are $15,062.34 compared to $11,150.37 for the outstationed worker, a difference of $3,911.97.

This data seems to indicate that the use of an out-stationed worker is more logical in a long term program. Only when there is not enough need to

warrant a full time worker or when resources must be spread over distance, does the traveling worker become the better alternative. The decision as to which is better becomes a compromise of three factors: the needs of the community and benefit to the community, the cost to the funding agency and the distance to be traveled.

Another innovation utilized extensively in this Project that has a direct effect in decreasing cost is the use of paraprofessional service staff. Any savings in a purely economic sense result directly from the lower wages that paraprofessionals receive, but these savings are often augumented by the use of locally hired paraprofessionals who:

1) Have prior community acceptance

2) Knowledge of area resources (often times the paraprofessional himself is the prime resource in the area)

3) Identification with target population to be served

4) Knowledge of the community and a commitment toward improvements

The fact that paraprofessionals can work effectively in a rural area is supported by data from the Year II cost analysis. This data indicates that most services requested, and delivered do not require the use of a professional social worker. In Year II, 50% of the total time spent rendering direct service was spent providing Homemaker or Transportation Services. In Year II, the Scobey outstation showed the lowest per unit cost of direct service, $6.07 per hour. During this period the Scobey outstation was staffed by two Social Service Aides (one of whom acted as case manager) and one homemaker, and received relatively little aid from "professional" workers traveling from other areas.

VIII. IMPACT OF THE SOCIAL SERVICE AGENCY UPON THE AREA AND UPON THE POST-PROJECT SERVICE PROGRAM

Eastern Montana, particularly the Glasgow District, is one of the most frequently chosen areas in the nation for rural test programs. Area residents have learned to adapt to the coming and going of federal-state demonstration projects in which they have had no say. The Social Service Agency is one such project.

Viewed by DSRS personnel as an administrative change, the Project was perceived by Glasgow District residents as "another federal project".

Despite this situation, the Social Service Agency became defined as a viable community resource for community residents, organization, and agencies. This would not have been possible had not the people of the area perceived the Social Service Agency as something different from a welfare program. The "grass roots" philosophy of the agency was carried to the communities through locally hired and dispersed staff. The prospect of some elements of the service program remaining suggested that some on-going benefit might be received after government funding rescinded. For the most part, the "welfare image", a very hard nut to crack was broken.

The specific benefits of the service program have been set forth in Section VII. What remains to be discussed are what services will be continued and what elements of the social service delivery system will remain.

The services that will be continued are determined by the current federal regulations and the State Plan. Social Services will revert to being offered to former, potential, or current recipients of economic assistance. This will cause major changes in two areas.

First, a significant number of elderly who have utilized services, especially homemaker and transportation services, will no longer be eligible for

these services. Transportation projects that have been implemented during the last year in three counties, Valley, Daniels, and Phillips, will remain in operation. Sheridan County through the Council on Aging is seeking funding for a homemaker-aide to provide transportation and homemaker services to those otherwise ineligible. Daniels County is considering seeking funding for a homemaker for persons otherwise ineligible, but the status of this effort is uncertain as of the Project termination. This area, perhaps more than others, contains pockets of isolated elderly who do not normally qualify for services. These persons have expressed 100% support of the homemaker services and have expressed a willingness to pay for such services if they would be available. Roosevelt County is the only county with no alternative transportation service plan.

Secondly, staff who have held specific assignments of community work will no longer be hired. Post-project administration states that these activities will be continued. In fact, "community services have to be continued". Case aides, homemakers, and social workers will be encouraged to maintain those activities in which they have been involved. The community work activities of the volunteer coordinator, a case aide specializing in community work, and the paraprofessional supervisor (working out of classification) with the Fort Peck Tribe are to be redistributed.

The nature of effective community work, i.e., building support and leadership, being available at all times, particularly for evening community gatherings, and contact with varied elements of the community make this arrangement questionable. It is these activities which have given social services a new vitality and respect by the community. To lose effectiveness in this area would be to return to the traditional welfare model. With the return of services back to an assistance related program, there is some question as to whether or not community organization can be effective.

In addition, the utilization of these services by a segment of the population with very low independent incomes who refuse to be associated with "welfare" may be lost.

A third impact of the Social Service Agency constitutes a general "soft" benefit to the area. The experience and training of working for the Social Service Agency has provided enrichment to many individuals, especially paraprofessionals. Numbers of staff have 1) literally blossomed with personal self-confidence, 2) attained graduate equivalent degrees, 3) achieved new skills, new job ratings, higher promotions and higher salaries, 4) acquired knowledge of homemaking arts, and 5) developed knowledge concerning program planning and development which will continue to benefit the area. This knowledge includes contact with State level personnel in the service providing agencies and some idea of how to manipulate State level bureaucracies. As one Social Service Aide stated after her appointment to the Council on Aging, "I can hardly wait to get started because I feel like I have something to contribute and know things can be done."

A final concern is delineating which of the techniques of service delivery (Section II) and the techniques of service coordination (Section III) will remain. At the time of this report writing, the majority of the techniques are slated for continuation but the fluidity of post-project structure makes the "after" elements subject to change.

For the purpose of brevity, the status of the particular techniques will be presented in the following chart as they existed <u>before</u> the project, <u>during</u> the project, and as they are slated to be <u>after</u> the project.

TECHNIQUE OF SERVICE DELIVERY	BEFORE	DURING	AFTER
Administration	Each county DPW director was administratively responsible to the County Board of Commissioners	District Director of Social Services was responsible to the Project Director, the Director of Field Operations.* The combined County Director of Welfare was administratively responsible to the Board of County Commissioners.	The Combined County Director III (over 5 counties) of Economic Assistance and Social Services is still administratively responsible to the individual Boards of County Commissioners. A five-county administrative unit of county Commissioners is being considered.
Supervision	Supervision was channeled from the State DPW through 2 District Field Supervisors to each County Director of Public Welfare and the field staff. One District Field Supervisor specialized in Child Welfare, the other in adult services and economic assistance (with the latter duty requiring most of his time.)	A variety of service management units, functional supervision, and line supervision. Functional supervision was utilized during the last 1½ years.	The five-county Director of Social Services and Economic Assistance will have administrative supervision of service and eligibility staff. One Social Service Supervisor II or III will functionally supervise social service staff in Valley and Phillips Counties and will supervise Social Service Supervisor I on a combined payroll of Sheridan, Daniels, and Roosevelt Counties who will supervise service staff in those three counties. The five-county director is supervised by a 16 county regional representative who is in turn responsible to the State Field Services Division Administrator. Functional supervision is channeled to the field from the Administrator of Community Services through six functional unit Bureau Chiefs. For post project district organizational chart, see Appendix R. For state-level organizational chart, see Appendix S.

*The Administrator of Community Services under reorganization.

TECHNIQUE OF SERVICE DELIVERY	BEFORE	DURING	AFTER
Organizational Structure	5 independent DPW's delivering social services and economic assistance. One office in each of four counties and joint service from Sheridan to Daniels. Offices in: Phillips Co: Malta Valley Co: Glasgow Co. and District Office Roosevelt: Wolf Point Sheridan: Plentywood Daniels: Traveling service from Sheridan County.	Complete physical and operational separation of financial assistance and social service delivery. 1. Regionalization of service delivery under a Dist. Dir. of Soc. Ser. a. Development of outstation concept to disperse services according to need: Administrative Glasgow Office and service unit: Outstations: Malta Wolf Point Culbertson Poplar Plentywood Scobey Outstation Assignments: Saco (Phillips Co) Frazer (Valley Co) Flaxville (Daniels) Dodson (Phillips) 2. Combination of county economic assistance units under a 5-county Director of Welfare	Maintenance of functional separation but common physical location of financial assistance and social services with the exception of Glasgow which will be in separate facilities. Glasgow will remain as the major or district administrative unit. All outstations will remain with the exception of the Dodson outstation assignment which was discontinued in April and Frazer outstation which will become an outstation assignment.

TECHNIQUE OF SERVICE DELIVERY	BEFORE	DURING	AFTER
Multi-discipline staffing*	Limited Use. The District staff included: 9 3/5 SW I's * 5 Homemakers (4 of which were in Valley Co. 0 Social Service 4 County DPW Directors 7 Eligibility Techs	SSA Staff: Significant development of the use of the multi-discipline staff and the clarification of roles. Staffing varied during the 3 years. As of Sept. 1972, it included for: 12 Homemakers 16 Social Service Aides 12 Social Worker I's 1 Research Analyst 2 Homemaker content supervisors 1 Paraprofessional Supervisor 1 District Direction of Social Services Economic Assistance Staff 8 Eligibility Technicians 6½ Clerical personnel	Continued use of Homemakers to the extent of county willingness to share funding and the district budget. Curtailment of the use of aides except as outstation personnel. Staffing includes: 11 3/5 Social Worker I's ** 13 Homemakers 4 Social Service Aides Culbertson Outstation Scobey Outstation WIN Social Service Aide from GAFB Nashua and Glasgow: joint assignment 1 Social Supervisor III 2 E.T. Supervisor 8 Eligibility Technicians 9 Clerical personnel

* For Staff changes during Reporting period see Appendix Q.

*Including WIN SW I and 3/5 Resource Worker. WIN personnel were cost shared by County and State.

**Including one WIN team Social Worker and one 3/5 time Resource Worker. WIN personnel are now State employees.

TECHNIQUE OF SERVICE DELIVERY	BEFORE	DURING	AFTER
Group work	Undeveloped	With the help of Ivy Pearson, Project Staff has gained skill in group work techniques. Their skills have been utilized particularly with children during the Day Camps and with activity groups on the Fort Peck Reservation. One particular group focuses upon fighting depression. Indian women are learning cooking skils, including canning, crocheting and sewing skills and the therapeutic effects of wholesome social contact.	To be continued.

TECHNIQUE OF SERVICE DELIVERY	BEFORE	DURING	AFTER
Case Management	None	Development in Year III of a rural modification of case management which was tried in three counties. The type of case management is basically an in-house manager who 1) does intake, 2) assigns cases to workers, 3) does all MOSIS recording, and 4) carries designated office authority similar to an office administrator.	One County, Roosevelt, is to be discontinued. A fourth county is to be tried. Effective July 1, 1974, a Phillips County Social Worker will assume case management duties.*
Internal information system (Administrative Support System)	None	The Project area was one of 3 State test areas for MOSIS. The system has been implemented and has gained a degree of acceptance from staff and the ability to use it has reached an operational level.	Uncertain.

*The previous Phillips County DPW Director.

TECHNIQUE OF SERVICE COORDINATION	BEFORE	DURING	AFTER
Co-location	Undeveloped	See Table 31	See Table 31
Circuit Riding	Undeveloped	See Table 32	See Table 32
Non-Categorical Service Delivery	Categorically Related Service Delivery	Anyone, regardless of income, was eligible for social services	Service delivery within the categorical limitations of federal regulations.
Interagency meetings	An interagency group had been formed but did not continue.	Valley County and Sheridan County have had interagency groups. Valley County group focused upon some information exchange, collaboration on common projects. Sheridan County focused upon coordinating service delivery, collaboration on projects, and was asked to become an advisory board to the County Commissioners.	Sheridan Co. Advisory Board to continue. A modified version in Daniels Co. will continue. A similar arrangement for Valley Co. is being considered.
Advisory Committees	An advisory board to the Department of Welfare meets quarterly.	Advisory Committees to the SSA operated in the Valley and Roosevelt Counties.	Service Advisory Boards discontinued. Some members of the Service Advisory Board have asked to attend the Economic Assistance Advisory Board.

Table 31

TECHNIQUE OF SERVICE COORDINATION: CO-LOCATION

Co-Locating Service	SSA Station Utilized	Dates of Co-Location	Conditions of Co-Location	Reason Co-Location Terminated	Impact* of Co-Location	Post Project Status
Vocational Rehabilitation	Glasgow	Oct '71 - Dec '74	Rental, Telephone and Clerk-Typist split 50/50 with Visual Services	Financial Cut-back in Year III, forced release of facility.	A, C	Separated since Dec., 1973
Visual Services	Glasgow (also, covers 6 other counties)	Oct '71 - Dec '74	Rental, Telephone and Clerk-Typist split 50/50 with Vocational Rehabilitation	Financial cut-back in Year III, forced release of of facility.	C	Separated since Dec., 1973
Youth Employment Service Counselor	Wolf Point	Summer 1973	None	Yes, Counselor was summer employee Program picked up by senior citizens.	C	Summer program operated by senior
Career Development Counselor	Wolf Point	Mar '74 - Jun '74	None	Assignment moved to Poplar	C	Office move to Poplar
Family Planning	Glasgow	Mar '72 - Jan '73	None	Reorganization	A	

*A refers to increased accessibility or client entry into system; c refers to continuity or client movement within the system; A, C refers to both.

Table 32

TECHNIQUE OF SERVICE COORDINATION: CIRCUIT RIDERS

Circuit Riding Service Provider	SSA Station Utilized	Dates of Service	Actual Time in SSA Station	Impact of* Circuit Service	Post Project Status
Federal Probation	Wolf Point	Dec '71 - Jun '74	2 Days/Month	C	Continual
Legal Aid Services	Glasgow	Mar '72 - Oct '73	½ Day/Week	A, C	(Position vacant since Oct. 1973)**
	Malta	Apr '73 - Oct '73	½ Day/Week	A, C	
	Scobey	Jan '72 - Oct '73	½ Day/Week	A, C	
Veteran's Services	Scobey***	Dec '73 - Jun '74	1 Day/Month	A	Continual
Economic Assistance	Culbertson****	Oct '71 - Jun '74	1 Day/Week	C	Continual
	Scobey***	Dec '73 - Jun '74	2 Days/Month	C	Continual
Vocational Rehabilitation	Wolf Point	Oct '71 - Jun '74	1 Day/Month	A, C	Continual
	Plentywood	Oct '71 - Jun '74	1 Day/Month	A, C	Continual
	Poplar	Oct '71 - Jun '74	1 Day/Month	A, C	Continual
	Scobey	Dec '73 - Jun '74	1 Day/Month	A, C	Continual
Social Security	Scobey***	Dec '73 - Jun '74	2 Days/Month	A, C	Continual (Will also use Poplar Office as of July, 1974
Unemployment Compensation	Scobey	Dec '73 - Jun '74	1 Day/Month	A, C	Continual

*A refers to increased accessibility or client entry into system; C refers to continuity or client movement within the system; A, C refers to both.

**Recruitment for this position has been difficult; as a result the position is being moved to Glasgow in an effort to facilitate recruitment.

***As of Dec., 1973, the County Commissioners donated court house office space to the SSA, contingent upon scheduling with the other service providers already using the space.

****Was the original DPW Office which Social Services inherited and economic assistance became the circuit rider.

TECHNIQUE OF SERVICE COORDINATION	BEFORE	DURING	AFTER
Case Team-WIN	In Use	Assignment of SW and Social Service Aide to full time position at WIN location at Glasgow Air Force Base.	To be continued (by law)
Consultation Group of Specialists: The arrangement in which a designated group of specialists voluntarily meet to discuss the case or services to a client whether or not they are involved in that particular case.	Case conferences held on an individual basis.	During Year III, the development of a Child Neglect and Abuse consultation group consisting of a MH counselor, Juvenile Officer, Jr. High Principle and Counselor, Mt. Plains Child Care Center representative, PH nurse, doctor, and Co. Attorney, and SSA CWS Worker. Others may be requested for special cases. Supervisor III initiated the group.	To be continued.

TECHNIQUE OF SERVICE DELIVERY	BEFORE	DURING	AFTER
Community Organization and Resource Mobilization	Undeveloped	Two assistants to the administrator with community work assignments developed CO skills including grantsmanship. They and others using their experience played significant roles in the organization and implementation of 125 activities (projects) of resource mobilization support service development, and volunteer coordination. These projects include: Transportation systems in 3 counties, Big-Brother/Little Sister Program, Assiniboine Language Project, 3 Day Camps, a Foster Parent Group, Placement of NYC Participants, etc.	Discontinuation of staff assigned specifically to community work. Duties are being picked up by service staff, administration, and supervisors as categorical limitations allow.

TECHNIQUE OF SERVICE COORDINATION	BEFORE	DURING	AFTER
Community organization and resource mobilization.	Civic and organizational contacts maintained.	Assistants to administrators and staff throughout district utilized CO practices to integrate the SSA into the community. These skills supported the interagency coordination, advisory committees, and joint planning, project specific. See Section VII for further analysis.	Discontinuation of staff assigned specifically to community work. Duties are being picked up by service staff, administration, and supervisors as categorical limitations allow.
Referral	In use.	Special effort to establish: 1) voluntary nature of services and separation, 2) the services provided by each agency, and 3) a commitment to accept appropriate referrals.	To be continued.

TECHNIQUE OF SERVICE COORDINATION	BEFORE	DURING	AFTER
Goal directed conference skills.	Not a specific concern	Specific effort to create action and goal oriented atmosphere to conferences: 1) only those staff concerned with problems to attend, 2) each person have right and responsibility for decisions of the conference, and 3) a bind agreement as to who will do what at the end of the meeting.	A spirit of continuation.
Joint planning project specific: the joint development of programmatic solutions to defined problems in relation to existing resources.	Participation to the extent that casework duties allowed.	Significant development of resources due to joint efforts supported by community organizations skills: Including transportations services, day camps, etc. See Section VII for further analysis.	Discontinuation of staff assigned specifically to community work. Duties are being picked up by service staff, administration, and supervisors as categorical limitations allow.

TECHNIQUE OF SERVICE COORDINATION	BEFORE	DURING	AFTER
Case Management as a Service Intragration	None	(In Year III, a form of Case management was developed.) Beyond in house manager duties, in Scobey, people wishing to see circuit riding representatives make appointments through the case manager. She in turn makes sure they have appropriate forms and necessary information, and if necessary, helps client obtain or fill out the information. There is only one Case Manager situation, Scobey, which serves as an integration. In addition to in-house manager duties, she makes appointments for persons who want to see circuit service providers. She makes sure these persons have appropriate forms and information and if necessary, helps clients obtain or fill out the information needed for these appointments.	To be continued

TECHNIQUE OF SERVICE COORDINATION	BEFORE	DURING	AFTER
Joint use of Staff: the case in which 2 different agencies deliver service by using the same staff.	Undeveloped	One example: In a joint effort to make this service more accessible, the Employment Service Counselor maintains close contact with SSA staff concerning job opportunities. The SSA act as a direct referable source, getting people to the jobs. When special information, such as transcripts, previous work records, recommendations, etc., are needed, SSA staff will do the ground work to help obtain information for client and for employer.	Uncertain. A new ES counselor has been just hired and a working arrangement has not been pursued.
On-line Research	None	Employment of specialized Research staff to conduct needs assessments, data analysis and evaluation.	Never considered for continuation.

IX. EXPORTABLE PRODUCTS AND RECOMMENDATIONS

The final objective of the Montana Rural Social Service Delivery System is to share with other rural areas the products of its experiences that have been useful and warrant transmission to general social service programs. The following items are submitted as exportable products and recommendations:

1) THAT THE DISTRICT CONCEPT (THE COMBINATION OF COUNTY OR SMALL SERVICE DELIVERY UNITS INTO A LARGER ADMINISTRATIVE AND/OR SUPERVISORY UNIT) BE UTILIZED. This concept allows for:

   * Fluidity in the allocation of resources and staff
   * A degree of specialization and
   * An organization by which rural areas can compete for limited resources

2) THAT THE OUTSTATION CONCEPT (THE DISPERSION OF STAFF AND SERVICE DELIVERY ACCORDING TO NEED) BE PURSUED. The outstation concept is a critical corollary to the district concept to

   * Insure accessibility of service, and
   * Aid in the continuity of service

Specifically the model of service delivery developed in the town of Scobey, Daniels County, presents a viable service unit for the most rural and isolated areas.

> This service unit includes a minimum office staff of a case manager providing some direct service and acting as a manager for traveling service providers. (Section IV)

In order to prevent resentment of the case manager as a coordinator, he could be jointly funded by service providers or by county-state funding. In order to make this a unit that would be accepted and thus utilized, it should not utilize welfare personnel or serve only as an economic assistance unit. Rather the case manager should be an advocate and an integrator for a number of service providers. Examples of Montana areas possibly in need of such units are Jordan, Stanford, Harlowtown, Fort Benton, Geraldine, Forsyth, Broadus, and most of the small scattered towns under 2,500 population.

3) THAT SERVICES BE MADE AVAILABLE TO ANYONE REGARDLESS OF INCOME.

* The need for and utilization of services by non-categorically related people has been continually demonstrated through the project.

4) THAT PHYSICAL AND OPERATIONAL SEPARATION OF SOCIAL SERVICES AND INCOME MAINTENANCE BE PURSUED TO EMPHASIZE A VOLUNTARY AND DIGNIFIED NATURE OF SOCIAL SERVICES.

5) THAT COMMUNITY ORGANIZATION AND RESOURCE MOBILIZATION EFFORTS BE PURSUED BY PERSONNEL ASSIGNED SPECIFICALLY TO THAT TASK.

* If necessary, personnel should be assigned to community organization at the expense of direct service personnel.

* The basic lack of support services such as transportation services meals programs, day camps, housing developments, etc., in rural areas make this a much needed service.

* Community organization addresses itself to preventive services and the development of resources which serve to alleviate conditions from which problems emerge and contribute to more effective resources for individual problem solving.

6) THAT USE OF PARAPROFESSIONALS, BOTH HOMEMAKERS AND SOCIAL SERVICE AIDES BE EXPANDED for the following reasons:

* The majority of services needed and requested in a rural area do not require professional staff.

* These are the lowest cost services to provide.

* Homemaker services are readily acceptable to a rural area.

* Wise expenditure of public and private monies warrants the support of homemaker services for rural areas because of the high proportion of elderly in the small rural towns.

* Paraprofessionals can provide the critical service of linking people to resources.

7) THAT TRANSPORTATION BE CONSIDERED A DIRECT SERVICE

* The lack of transportation in rural areas makes the utilization of any service program questionable without some means of getting people to services.

* Transportation is the direct need of many families.

* Because the capability to serve a number of persons with direct transportation is limited, further developments should be immediately pursued to develop community transportation services.

8) THAT A USEFUL METHOD OF ESTABLISHING CONTACT IN OUTLYING COMMUNITIES IS TO MAKE TRANSPORTATION SERVICES AND TELEPHONE SERVICES, I.E., ACCESS TO A TELEPHONE AND/OR A MEANS TO DIRECTLY CALL A SERVICE UNIT.

X. IMPACT OF PROJECT UPON STATE OPERATIONS

In the Second Year Evaluation Report, Section D, page 26, the concept of outstations was mentioned. Again we state that the fact that the concept of outstations located where need exists has been clearly demonstrated and is now being adopted in other areas of the State.

As a result of one SRS District Director being established in the Great Falls District, there have now been five of these positions established throughout the state. The title has been changed to SRS Regional Representative and they are responsible for total coordination of SRS at the regional levels.

Co-location is being done wherever possible at the regional and district levels.

Appendix T shows the breakdown of the combination of counties throughout the state as well as districts and regions.

Appendix U is a copy of a letter written by the Director of the Department of Social and Rehabilitation Services to Dr. Gary Massell, Associate Administrator for Planning, Research and Evaluation, Washington, D.C., in support of Montana's Rural Social Service Delivery System 1115 demonstration project and which explains in some detail how the project has affected operations at state level.

TECHNIQUE OF SERVICE DELIVERY	BEFORE	DURING	AFTER
Administration	Each county DPW director was administratively responsible to the County Board of Commissioners	District Director of Social Services was responsible to the Project Director, the Director of Field Operations.* The combined County Director of Welfare was also responsible to the Director of Field Operations.	The Combined County Director III (over 5 counties) of Economic Assistance and Social Services will be responsible to the Administrators of the Community Services Division and the Economic Assistance Division for program, and to a 16 county Regional Representative for administration (who is in turn responsible to the Administrator of Field Services Division).
Supervision	Each county DPW director gave line supervision to the social service staff and economic assistance staff. The Director, in turn, was supervised by a traveling district field supervisor. Social workers in this district with child welfare assignments received functional supervisions from the Field Supervisor on Child Welfare cases	Variety of service management units, functional supervision, and line supervision. Demonstrated increased efficiency and effectiveness due to increased supervisory and functional co-worker contact.	The five county Director of Social Services and Economic Assistance will have administrative supervision of service and eligibility staff. One Social Service Supervisor III will supervise social service staff directly in Valley and Phillips Counties and will supervise Social Service Supervisor I on a combined payroll of Sheridan, Daniels, and Roosevelt Counties who will supervise service staff in those three counties.

*The Administrator of Community Services under reorganization.

TECHNIQUE OF SERVICE DELIVERY	BEFORE	DURING	AFTER
Organizational Structure	Five independent DPW's delivering social services and economic assistance. One office in each of four counties and joint service from Sheridan to Daniels. Offices in - Phillips Co: Malta Valley Co: Glasgow Co. and District Office Roosevelt Co: Wolf Point Sheridan Co: Plentywood with traveling service to Scobey in Daniels County.	Complete physical and operational separation of financial assistance and social service delivery. 1. Regionalization of service delivery under a District Director of Social Services. a. Development of outstation concept to delivery services according to need: Glasgow: Administrative office and service unit. Outstations: Malta Wolf Point Culbertson Poplar Plentywood Scobey Outstation Assignments: Saco (Phillips Co) Frazer (Valley Co) Flaxville (Daniels) Dodson (Phillips) 2. Combination of county economic assistance units under a five county director of welfare.	Maintenance of functional separation but common physical location of financial assistance and social services with the exception of Glasgow which will remain separate. Glasgow will remain as the major or district administrative unit. All outstations will remain with the exception of Frazer which will become an outstation assignment and the assignment, Dodson, which was discontinued in April.

TECHNIQUE OF SERVICE DELIVERY	BEFORE	DURING	AFTER
Multi-discipline Staffing	Limited use. The District staff included: 9 3/5 SW I's* 5 homemakers (4 of which were in Valley County) 0 social service aides 4 county DPW directors 7 eligibility techs	SSA staff: Varied. Significant development of the use of the multi-discipline staff and the clarification of roles. Staffing varied slightly through the 3 years. As of June 30, 1974 it included positions for: 10 homemakers 7 social service aides 7 social worker I's 1 social service supervisor II (in training) 1 social service supervisor III 1 social service supervisor I 2 homemaker content supervisors 1 paraprofessional supervisor (working out-of-classification on the Fort Peck Reservation) Economic Assistance Staff: 1 county director 1 eligibility technician supervisor 7 1/2 eligibility techs	Continued use of homemakers to the extent of county willingness to share funding and the district budget. Curtailment of the use of aides except as outstation personnel. Staffing includes: 11 3/5 social worker I's ** 1 social service supervisor I 13 homemakers 4 social service aides *** Culbertson Outstation Scobey Outstation One with a joint assignment of Nashua and Glasgow WIN 1 social supervisor III 8 eligibility technicians 9 clerical personnel

*Including WIN social worker and 3/5 Resource Worker

**Including one WIN team social worker and one 3/5 time Resource Worker

***Including one social service aide for the WIN program

TECHNIQUE OF SERVICE DELIVERY	BEFORE	DURING	AFTER
Group work	Undeveloped	With the help of Iva Pearson, project staff has gained skill in group work. Group work techniques have been utilized particularly with children during the Day Camps and with activity groups on the Fort Peck Reservation. One particular group focuses upon fighting depression. Indian women are learning cooking skills, including canning, crocheting and sewing skills and the therapeutic effects of wholesome social contact.	To be continued.

TECHNIQUE OF SERVICE DELIVERY	BEFORE	DURING	AFTER
Community Organization and Resource Mobilization	None	Two assistants to the administrator with community work assignments developed CO skills including grantsmanship. They and others using their experience played significant roles in the organization and implementation of nearly 100 activities (projects) of resource mobilization, support service development, and volunteer coordination. These projects include: Transportation systems in 3 counties, Big-Brother/Little Sister Program, Assiniboine Language Project, 3 Day Camps, a Foster Parent Group, Placement of NYC Participants, etc.	Discontinuation of community work assignments for social service aides and social workers. Duties are being assigned to service staff with no time allotted from case loads for community organization tasks.

TECHNIQUE OF SERVICE DELIVERY	BEFORE	DURING	AFTER
Case Management	None	Development in Year III of a rural modification of a case management which was tried in three counties. The CM is basically an in-house manager who: 1) does intake, 2) assigns cases to workers, 3) does all MOSIS recording, and 4) carries designated office authority similar to an office administrator.	Further development to be tried. Effective July 1, 1974 a Phillips County social worker will assume further modified case management duties for the economic assistance unit and supervise as well as assign cases to homemakers, do intake, and assign cases to child welfare worker.*
Internal Information System (Administrative Support System)	None	The project area was one of three state test areas for MOSIS. The system has been implemented and has gained a degree of acceptance from staff and the ability to use it has reached an operational level.	Still in the process.
On-line Research	None	Conduct of needs assessments for documentation of need and program direction and compilation of performance data.	Not considered for transfer. The MOSIS is intended to perform some of the research and evaluation functions.

*The previous Phillips County DPW Director.

TECHNIQUE OF SERVICE COORDINATION AND INTEGRATION	BEFORE	DURING	AFTER
Referral	In use	Special effort to establish: 1) voluntary nature of services and separation, 2) the services provided by each agency, and 3) a commitment to accept appropriate referrals.	A spirit of continuation.
Goal Directed Conference Skills	None	Specific effort to create action and goal oriented atmosphere to conferences: 1) only those staff concerned with problems to attend, 2) each person have right and responsibility for decisions of the conference, 3) and a bind agreement as to who will do what at the end of the meeting.	A spirit of continuation.

TECHNIQUE OF SERVICE COORDINATION AND INTEGRATION	BEFORE	DURING	AFTER
Case Team-WIN	None.	Assignment of SW and social service aide to fulltime position at WIN location at Glasgow Air Force Base.	To be continued (by law).
Consultation Group of Specialists: The arrangement in which a designated group of specialists voluntarily meet to discuss the case or services to a client whether or not they are involved in that particular case.	None.	During Year III, the development of a Child Neglect and Abuse consultation group consisting of a MH counselor, Juvenile Officer, Jr.High Principle and Counselor, Mt. Plains Child Care Center representative, PH nurse, doctor, and Co. Attorney, and SSA CWS worker. Others may be requested for special cases.	To be continued.

TECHNIQUE OF SERVICE COORDINATION AND INTEGRATION	BEFORE	DURING	AFTER
Case Management as a Service Integration.	None.	(In Year III, the development of a form of Case management.) Beyond in-house manager duties, people wishing to see circuit riding representatives make appointments through case manager, she in turn makes sure they have appropriate forms and necessary information, and if necessary, helps client obtain or fill out the information.	To be continued.
Joint Planning Project Specific: The joint development of programmatic solutions to defined problems in relation to existing resources.	Participation to the extent that casework duties allowed.	Significant development of resources due to joint efforts supported by community organizations skills: Including transportation services, day camps, etc.	Discontinuation of community work assignments for social service aides and social workers. Duties are being assigned to service staff with no time allotted from loads for such community endeavors or planning tasks.

TECHNIQUE OF SERVICE COORDINATION AND INTEGRATION	BEFORE	DURING	AFTER
Joint Use of Staff; the case in which two different agencies deliver service by using the same staff	None.	One example: In a joint effort to make this service more accessible, the Employment Service Counselor maintains close contact with SSA staff concerning job opportunities. The SSA act as a direct referable source, getting people to the jobs. When special information, such as transcripts, previous work records, recommendations, etc. are needed, SSA staff will do the ground work to help obtain information for client and for employer.	Uncertain. A new ES counselor has just been hired and a working arrangement has not been pursued.
Community Organization and Resource Mobilization.	Civic and organizational contacts maintained.	Assistants to administrators and staff throughout district utilized CO practices to integrate the services of different providers and integrate the SSA into the community. These skills supported the interagency coordination, advisory committees, and joint planning project specific.	Community work assignments for social workers and social service aides are being discontinued. Duties are being assigned to service staff with no time allotted from case loads for community organization related to service delivery coordination except at the administrative level.

TECHNIQUE OF SERVICE COORDINATION AND INTEGRATION	BEFORE	DURING	AFTER
Of Service Co-ordination and Integration. (Interagency Meetings)	Some coordination.	Valley Co. and Sheridan Co. have had interagency groups. Valley County group focused upon some information exchange, collaboration on common projects. Sheridan Co. focused upon coordinating service delivery, collaboration on projects, and was asked to become an advisory board to the County Commissioners.	Sheridan County Advisory Board to continue a modified version in Daniels Co. will continue. A similar arrangement for Valley Co. is being considered.
Advisory Committees	None.	Advisory Committees to the SSA operated in the Valley and Roosevelt.	Service Advisory Boards discontinued.

Co-Location: The Location of Permanent or Main Offices of

Service Provider of Co-Location	Station of Co-Location	Dates of Co-Location	Conditions of Co-Location
Vocational Rehabilitation	Glasgow	Oct. 1, 1971 - Dec. 1, 1974	Rent Share Pd 1/2 clerk-typist with VS. Connecting phone system.
Visual Services	Glasgow (covers 6 other co-unties)	Oct.1,1971 - Dec. 1, 1974	Rent share Pd.1/2 clerk-typist with VS.
Youth Employment Service Counselor (Summer program)	Wolf Point	Summer 1973	None
Family Planning*	Glasgow	March 1972 - Jan. 1973	None
Economic Assistance			

*Were only open 2 1/2 days per week.

Co-Location: The Location of Permanent or Main Offices of Autonomous Service Providers in the Same Facility

Service Provider of Co-Location	Station of Co-Location	Dates of Co-Location	Conditions of Co-Location	Reason for Ending Co-Loc.	Impact of Co-Location	After
Vocational Rehabilitation	Glasgow	Oct. 1, 1971 - Dec. 1, 1974	Rent Share Pd 1/2 clerk-typist with VS. Connecting phone system.	Financial cut back of SSA for year III necessitated release of facilities.	Increased Assessibility* Increased continuity.	Have had separate offices since Dec. 1973
Visual Services	Glasgow (covers 6 other counties)	Oct.1,1971 - Dec. 1, 1974	Rent share Pd.1/2 clerk-typist with VS.	Financial cutbacks of SSA for year III neccessitated release of facility.	Increased continuity.	Have had separate offices since Dec. 1973
Youth Employment Service Counselor (Summer program)	Wolf Point	Summer 1973	None	YES counselor was summer employee. Senior citizens took over program.	Increased Continuity.	
Family Planning*	Glasgow	March 1972 - Jan. 1973	None	Reorganized	Increased Accessibility.	
Economic Assistance						See attached agreement (Appendix R)

*Were only open 2 1/2 days per week.

Circuit Riding: The utilization by autonomous service providers (whose main or permanent office is elsewhere) of SSA stations for regular short stay service provision

Circuit Riding Service Provider	Station of Circuit Service	Dates of Circuit Service	Actual Time in SSA station	Reason for Ending Circuit Service	Impact of Circuit Service						After
					Availibility		Efficiency				
					a.	b.	a.	b.			
								i	ii	iii	
Federal Probation	Wolf Point	Dec. 1971 - June 30, 1974	2 days per month	Continuing		x					Continued.
Legal Aid Services	Glasgow	Mar. 1972 -	1/2 day/wk	Position vacant	x	x		x	x	?	Will try to base services in Glasgow in hope that recruiting for position will be easier planning to continue.
	Malta	April 1973 -	1/2 day/wk	since Oct. 1973	x	x		x	x	?	
	Scobey	Jan. 1972 -	1/2 day/wk		x	x		x	x	?	
Veteran's Services**	Scobey	Dec. 1973 - June 1974	1 day/mo.	Continuing							Continued
Economic Assistance*	Culbertson	Oct. 1971 - June 1974	1 day/wk	Continuing		x					Continued
	Scobey	Dec. 1973 - June 1974	2 day/mo								
Vocational Rehabilitation	Wolf Point	Oct 1971 - June 1974		Continuing	x	x		x		?	Continued
	Plentywood							x		?	
	Poplar							x		?	
	Scobey**	Dec. 1973 - June 1974						x		?	
Social Security**	Scobey	Dec. 1973 - June 1974	2 day/mo.	Continuing							Continued
Unemployment Compensation**	Scobey	Dec. 1973 - June 1974	1 day/mo.	Continuing	x	x			x		Continued

* Was the original DPW office which Social Services inherited and EA became circuit rider.

** Due to budget cuts and "wind down," the SSA actually joined the other service providers in their office but SSA is only full-time person there.

Effectiveness

1. Availability:
   a. Accessibility: refers to client entry into system, usually a dispersion of entry and service units.
   b. Continuity: relates to client movement within the system.

2. Efficiency
   a. Reduction of duplication of delivery
   b. Economics of Scale
      i. some things can be done at less cost
      ii. some things can be done that otherwise could not be done.
      iii. Impact on problem solution: If the public investment in one service (e.g. job training) is to have lasting benefit only if another service (e.g. job placement) is also provided, the cost involved may be justified in terms of protecting the investment.

APPENDIX A

Saco Petition

MAR 3 1972

Miss Gertrude Davis
Social Service.

The community of Saco are very anxious to have Social Service for this community. I have talked with different people and they see a great need for this service and if Miss Betty Erickson would accept the position of Social Service Homemaker we know she would be good But if she cannot come or will not take the job we still would have need of a Homemaker.

Below is a list of people here in Saco that those feel need help.

Mr. and Mrs. Ernest Erickson
Mrs. Minnie Scheele
Mrs. Goodfellow
Mrs. Flora Smith
Mrs. Cattanach
Mr. and Mrs. Chas Mc Cleary
Mrs. Hattie Broadbrooks
Maude Drummond
Mr and Mrs Clive Glover
Mrs. Bergson.

I am taking this initiative upon myself as being a member of the city Council I come in contact of this problem

Thanks
Alma Mc Cleary

Below are signatures of people that know Saco needs a Social Service Homemaker.

Dorothy Berry
Alice Kahman
[illegible]
Marcha Squires
Ruth C Feigel
[illegible]
Ja Ca Karnaue.
Viola Hellgren
Ada Robinson

These people wrote in Violet Marshalls name as a Homemaker; but she tells me she might not be interested until the latter part of the summer but hope Betty Erickson would take the job if Saco is allowed a Homemaker.

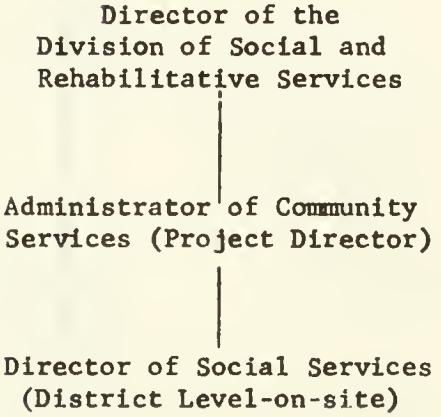
R M

APPENDIX B

SSA Administrative Arrangement

Appendix B

ADMINISTRATIVE ARRANGEMENT

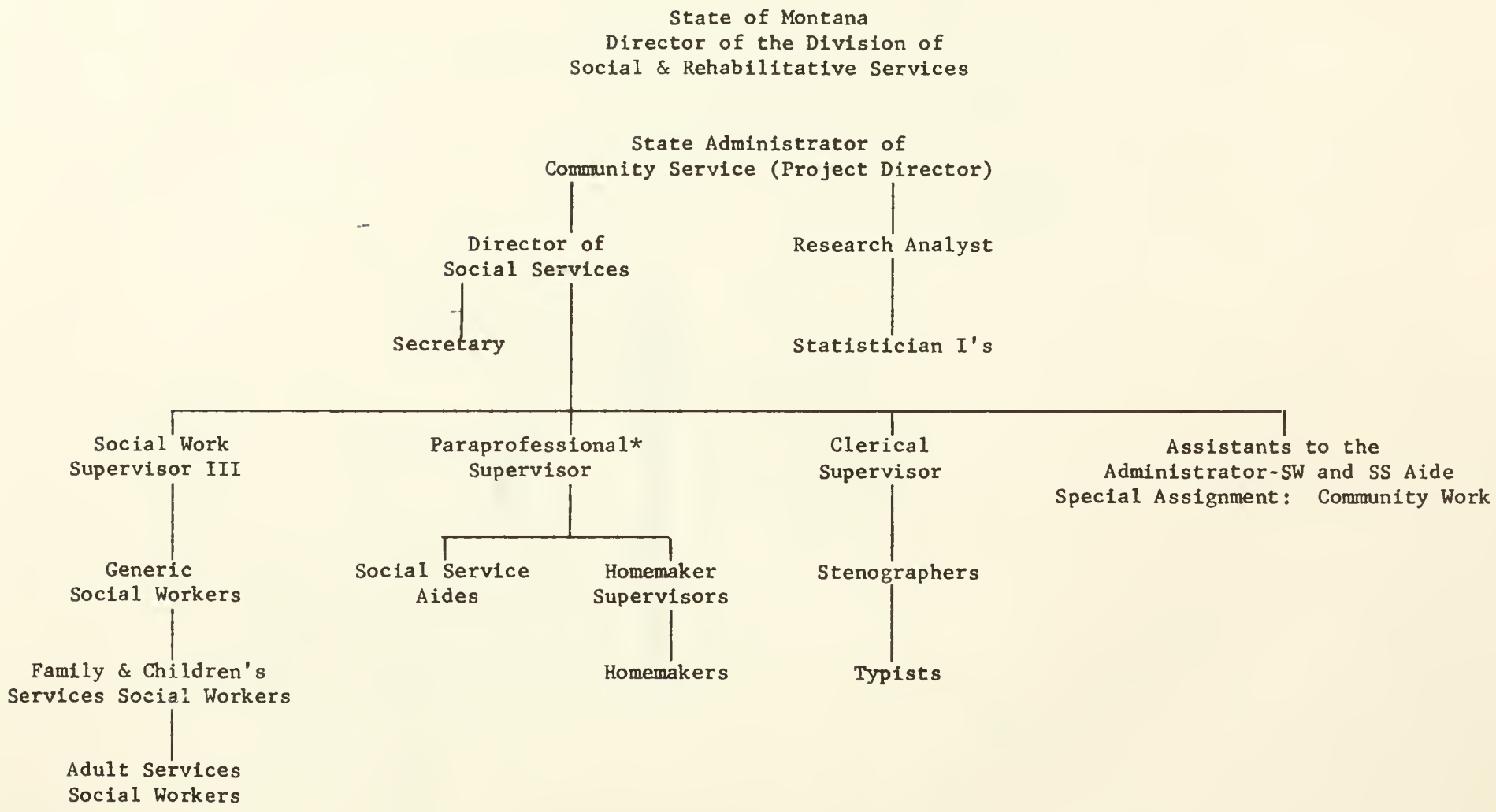


APPENDIX C

Functional Supevision Plan

Appendix C

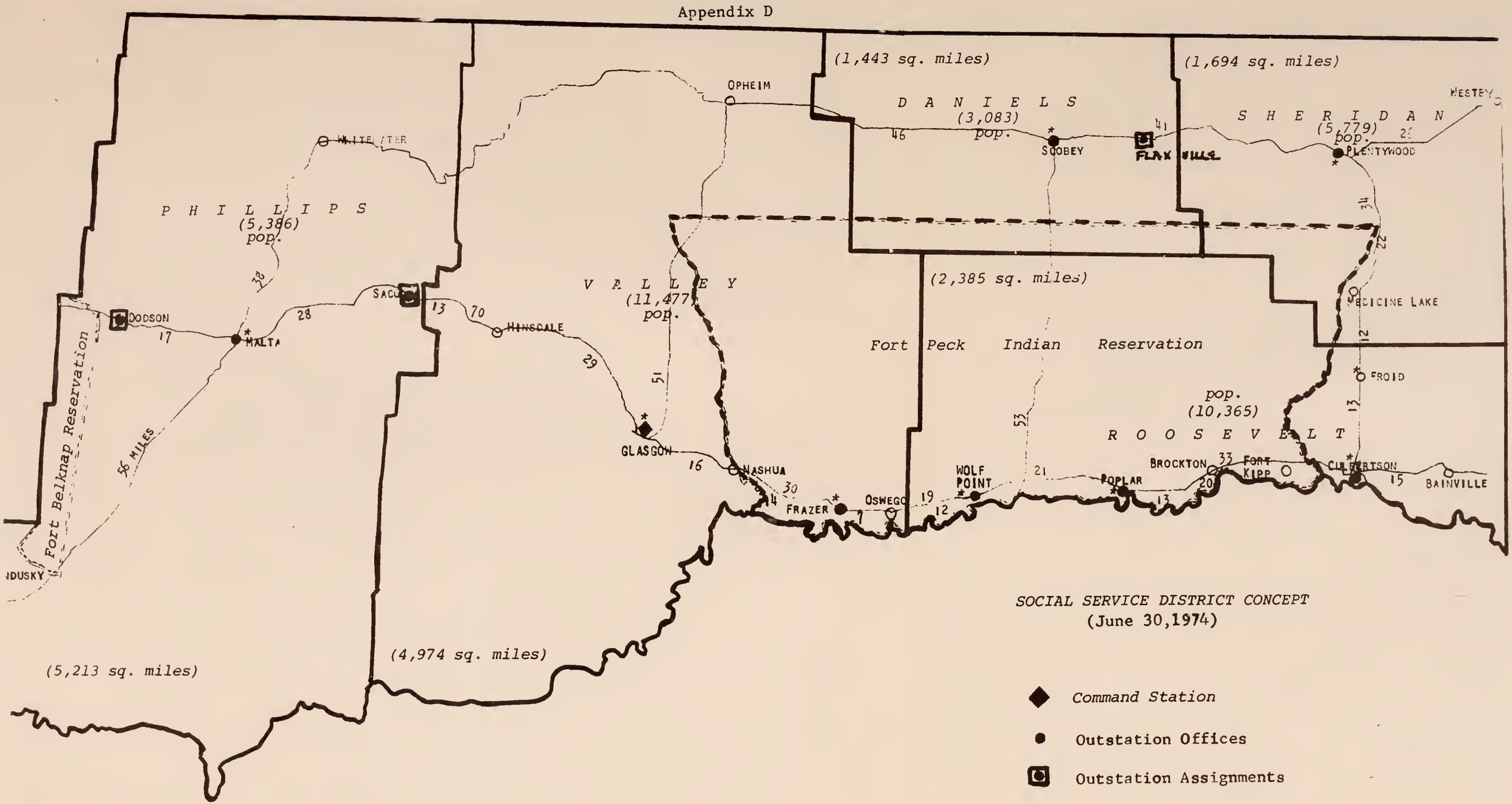
FUNCTIONAL SUPERVISION PLAN



*The Paraprofessional Supervisor has been working out of classification since on a special assignment of developing programs with the Tribal Council of the Fort Peck Reservation. The Social Service Aides and Homemaker Supervisors are supervised directly by the Director of Social Services. The Paraprofession unit as shown did not work. See further analysis, page

APPENDIX D

Social Service District Concept



SOCIAL SERVICE DISTRICT CONCEPT
(June 30,1974)

◆ *Command Station*

● Outstation Offices

◘ Outstation Assignments

APPENDIX E

Community Work Methods

Appendix E

Marilyn Allen's Community Work Methods

How to: Be the best "Bum" in the County.

1. Pick your friends by chance and choice. But be willing to give them the shirt off your back.

2. Don't jump on every band wagon. When you do, jump with both feet and get in deep.

3. Sparkle Enthusiasm!

4. Enough enthusiasm so your friends don't only wonder what's up? But want in the band wagon just as immersed as you are.

5. Socialize so you are aware of humane causes. Be selective. Don't tire your friends.

6. Remember to work as hard as ever on your friend's problems.

7. Take time to listen and care.

8. Be enthused; it's contagious.

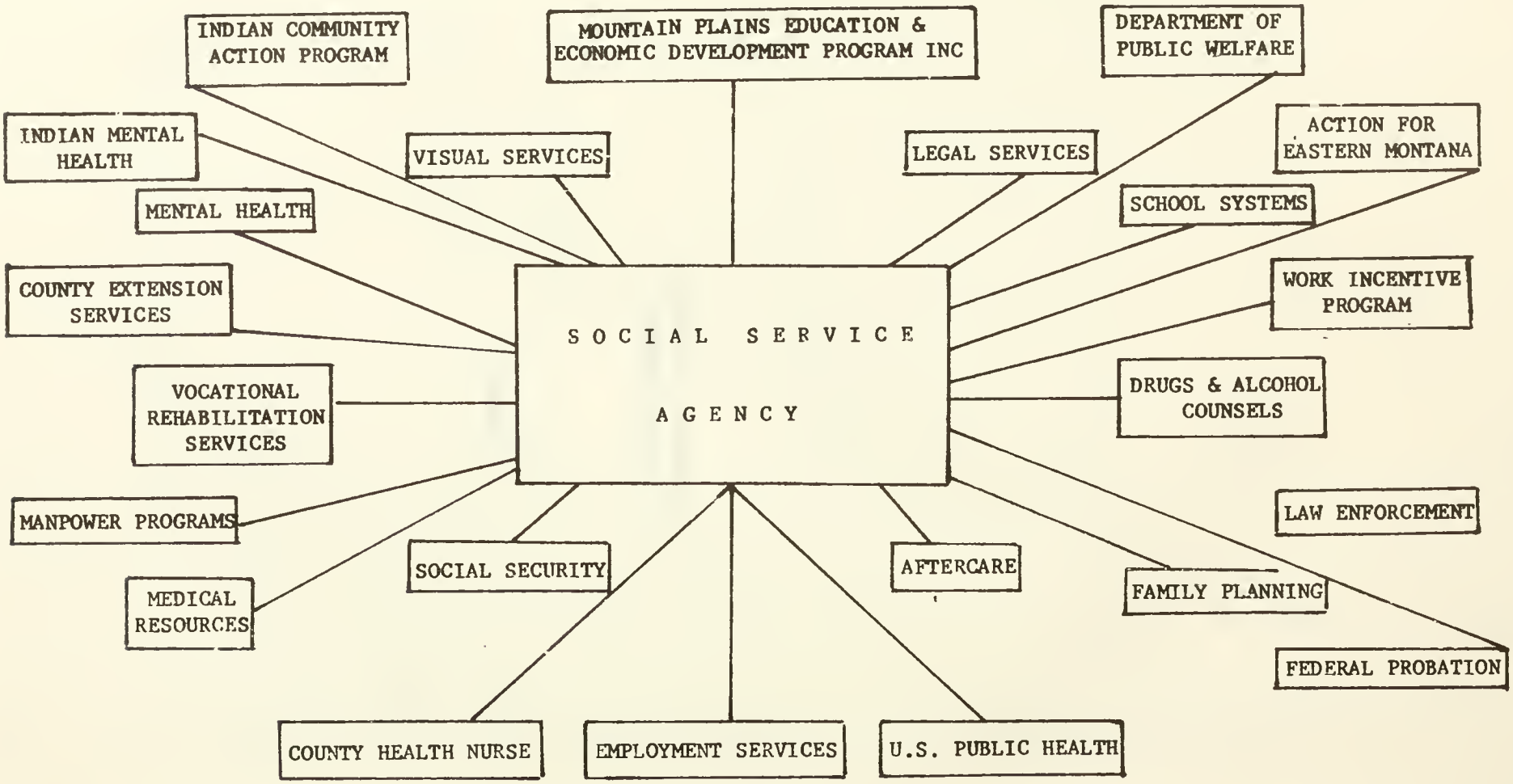
Dedicated to: Marilyn Allen, Homemaker or Case Aide from descriptions made by Sandra Nicholson, Social Worker I, Malta.

APPENDIX F

Established Referral Channels

Appendix F

ESTABLISHED REFERRAL CHANNELS*
WITH OTHER SERVICE PROVIDERS



* Having clarified 1) services provided by each 2) the voluntary nature of the SSA and a 3) committment to accept appropriate referrals.

APPENDIX G

Valley County
Interagency Membership

Appendix G

Valley County

Interagency Membership by Agency Represented

Action For Eastern Montana

County Superintendent of Schools

Public Health Nurse

Deaconness Hospital

DSRS Program Community Worker for Developmentally Disabled--Title 45

Montana State Employment Office

Bureau of Indian Affairs--Social Services Division

Mental Health

Glasgow Jr. High School--Counselor

Juvenile Officer

Social Service Agency

Glasgow Air Force Base Comprehensive Health Center

Valley County Welfare Department

County Extension Agent

Valley View Nursing Home

Alcohol and Drug Center

Glasgow Police Department

Valley County Sheriff's Office

Social Security Office

Highway Patrol

Vocational Rehabilitation

Visual Services

APPENDIX H

MOSIS Forms

CA-100
10/71

H.H.# _____

FAMILY AND INDIVIDUAL SERVICE AGENCY

Request for Service

I want help with _____

_____

_____

_____

_____

_____

_____

Date _____ Name _____

Address _____

Check one	Agreement on Service Action
_____	1. Information - referral - follow-up only
_____	2. Work together to see what can be done in using resources of the agency and the community
_____	3. Request withdrawn Reason: _____ _____

Date _____ Client signature _____

Service Worker signature _____

INFORMATION ABOUT SOCIAL SERVICES

Use the other side of this page to show what you want help with. This may include the needs you and anyone else in your family have regarding:

Health conditions

Housing and neighborhood

Managing home, money and debts

Marriage

Family planning

Care and bringing-up of children -- growth, education, development, behavior

Preparing for and getting a job

Care or protection of an older person -- in own home or living arrangements

Opportunities to participate in community activities or to help others

Anything else

H.H.#_____

CA-110
10/71

FAMILY AND INDIVIDUAL SERVICE AGENCY

Request for Investigative and Other Protective Actions

On the basis of my personal knowledge of the conditions affecting

Name _____ Address _____

I am requesting the agency to:

_____

_____

_____

_____

_____

_____

The conditions requiring this action are:

_____

_____

_____

_____

_____

_____

_____

_____

Date _____ Name _____

Address _____

Telephone Number _____

The above form is for the use of individuals wishing to request the agency to take actions in behalf of children or adults whom they have reason to believe are neglected, abused or exploited. On receipt of this completed form, the agency will take the actions deemed necessary and will inform the individual making the request of these actions.

Worker decision to follow-up was based on:

If the complainant would not sign the form, state the reasons below:

CA 120
5 72

STATE OF MONTANA SOCIAL AND REHABILITATION SERVICES

SOCIAL SERVICE SYSTEM IDENTIFYING INFORMATION

1 EMPLOYEE NO | 2 NAME | CURRENT WORKER IDENT

3 DIST | 4 CITY | 5 UNIT | 6 AREA | CASE LOCATION

★ FAMILY UNIT NUMBER 7

★ DATE 8 MO DA YR

★ WORKER ACTION 9 — ENTRY OF NEW INFORMATION E | CORRECT C | DELETE D — CIRCLE ONE OF ABOVE ACTIONS

BASIC FAMILY INFORMATION

★ FAMILY NAME 10 LAST

TELEPHONE NUMBER 11 AREA CODE LOCAL NUMBER

FAMILY MEMBERS AT DIFFERENT ADDRESS 12 CHECK IF YES

MIGRANT FAMILY 13 CHECK IF YES

HOME ADDRESS 14 STREET NO AND NAME OF LOCATION | 15 CITY | 16 STATE | 17 ZIP CODE | 18 GEOGRAPHIC LOCATION

MAILING ADDRESS 19 CARE OF NAME (Last & Init) | 20 STREET NUMBER AND NAME OR P O. BOX | 21 CITY | 22 STATE | 23 ZIP CODE

ANNUAL FAMILY INCOME 24 WHOLE DOLLARS

FEE AMOUNT 25 WHOLE DOLLARS

PUBLIC ASSIST. CASE 26

REFERRAL SOURCE ★ — CIRCLE ONE — 27

FAMILY MEMBER	1
OTHER PERSONS	2
SOCIAL	3
HEALTH	4
DEPT OF LABOR	5
LEGAL	6
F A P	7
ASSIST AGENCY	8
OTHER SOURCE	9

MARITAL STATUS — CIRCLE ONE — 28

MARRIED	A
WIDOWED	B
SEPARATED	C
DIVORCED	D
NEVER MARRIED	E
UNKNOWN	F

RECORD DATE OF STATUS 29 MO DA YR

FAMILY ETHNIC — CIRCLE ONE — 30

WHITE	1
BLACK	2
PUERTO RICAN	3
MEXICAN	4
INDIAN	5
ORIENTAL	6
MIXED	7
OTHER	8

LEGAL FAMILY STRUCTURE — CIRCLE ONE — 31

FAM LY WITH CHILDREN	COMPLETE	1
	INCOMPLETE: MOTHER ONLY	2
	INCOMPLETE: FATHER ONLY	3
	INCOMPLETE: CHILDREN ONLY	4
	INCOMPLETE: UNKNOWN	5
ADULT FAMILY	MARRIED COUPLE	6
	ADULT LIVING ALONE	7
	ADULT LIVING W/OTHERS	8
	UNKNOWN	9

EDUCATION

ATTENDING SCHOOL
AT GRADE ..... AG
BELOW GRADE .. BG

NO LONGER ATTNDG
IF LITERATE -
ENTER LAST GRD
COMPLETED I E
2ND GRADE = 02
1ST YR COLL = 13
OR
IF ILLITERATE = 00

LEFT FAMILY UNIT DUE TO
DEATH 1
DIVORCE 2
LEGAL SEPARATION 3
PARENTAL RTS TERM 4

OFFICIAL STATUS

COMMITMENT MENTAL CONDITION
MENTAL ILLNESS 1
MENTAL RETARDATION 2
PROTECTIVE ARRANGEMENTS
GUARDIANSHIP 3
PROTECTIVE PAYEE 4
LEGAL REPRESENTATIVE 5
OTHER 6
CORRECTIONAL JURISDICTION 11

EMPLOYMENT STATUS

UNEMPLOYED		EMPLOYED	
AVAILABLE FOR WORK	1	FULL TIME	3
UNAVAILABLE FOR WORK	2	PART TIME	4
SEASONAL EMPLOYMENT	5		
NEVER WORKED	6		
RETIRED	7		

01 LEGAL MALE HEAD

32 FIRST NAME | 33 INIT | 34 LAST NAME | SEX M | 35 MO DA YR BIRTH DATE

36 ED. C | 37 OFF STATUS | 38 EMP STATUS | 39 LIVING ARR | 40 LEFT FAM. | 41 PREVIOUS CASE NO | 42 SOCIAL SECURITY NUMBER

02 LEGAL FEMALE HEAD

43 FIRST NAME | 44 INIT | 45 MAIDEN NAME | SEX F | 46 MO DA YR BIRTH DATE

47 EDUC | 48 OFF STATUS | 49 EMP STATUS | 50 LIVING ARR | 51 LEFT FAMILY | 52 PREVIOUS CASE NO | 53 SOCIAL SECURITY NUMBER

LIVING ARRANGEMENTS — Out-of-Home

01 SOCIAL CARE FACILITY	06 OTHER SPECIAL HOSPITAL (PHYSICAL)	11 ADOPTION PLACEMENT	16 SCHOOL
02 FOSTER HOME	07 MENTAL HOSPITAL	12 RELATIVE'S HOME	17 ARMED SERVICES
03 MENTAL RETARDATION FACILITY	08 CHILD TREATMENT CENTER	13 WORK WAGE FREE HOME	18 REHABILITATION CENTER
04 CHILDREN S HOSPITAL	09 OTHER MEDICAL CARE FACILITY	14 INDEPENDENT LIVING	19 OTHER
05 GENERAL MEDICAL HOSPITAL	10 MATERNITY HOME	15 CORRECTIONAL INSTITUTION JAIL	20 UNKNOWN

AGENCY STATUS

★ CASE SERVICE 54 — N NEW | R RE OPEN | F NEW FAMILY — CIRCLE ONE OF ABOVE

★ SERVICE OPENING DATE 55 MO DA YR

CASE LOCATION 56 DIST | 57 CTY | 58 UNIT | 59 AREA

WORKER ★ IDENT 60 EMPLOYEE NO | 61 LAST NAME -- FIRST INITIAL

WORKER SIGNATURE _____

DECISION ON SERVICE

★ SERVICE—TYPE OF CASE — CIRCLE ONE — 62

CONTINUED INFORMATION—REFERRAL—FOLLOW UP	A
CASE MANAGEMENT ONLY	B
PROTECTIVE (COMPLAINT) OTHER—CONTINUED FOR SERVICE	C
	D

TERMINATE SERVICE — CIRCLE ONE — 63

SERVICES COMPLETED	1
NEEDED SERVICE NOT AVAILABLE	2
REQUEST WITHDRAWN	3
COMPLAINT PROTECTION NOT WARRANTED	4
DEATH	5
MOVED or CANNOT LOCATE	6

EFFECTIVE DATE OF DECISION ON SERVICE _____ MO DA YR

CA 130
5 72

STATE OF MONTANA SOCIAL AND REHABILITATION SERVICES

SOCIAL SERVICE SYSTEM
FAMILY MEMBER INFORMATION

101 EMPLOYEE NO	102 NAME
CURRENT WORKER IDENTIFICATION	

DIST 103	CTY 104	UNIT 105	AREA 106
CASE LOCATION			

FAMILY UNIT NUMBER 107

DATE 108 MO DA YR

FAMILY NAME 110

BIRTH STATUS
- BORN IN WEDLOCK ..... A
- BORN OUT OF WEDLOCK ..... B
- UNKNOWN C

EDUCATION
- PRE SCHOOL ..... PS
- ATTENDING SCHOOL
  - AT GRADE ..... AG
  - BELOW GRADE ..... BG
- NO LONGER ATTENDING SCHOOL
  - LITERATE? — ENTER LAST GRADE COMPLETED
    - EXAMPLES 2ND GRADE 02
    - 1ST YEAR COLLEGE 13
  - ILLITERATE? 00

OFFICIAL STATUS
- COMMITMENT — MENTAL CONDITION
  - MENTAL ILLNESS 1
  - MENTAL RETARDATION 2
- PROTECTIVE ARRANGEMENTS
  - GUARDIANSHIP 3
  - PROTECTIVE PAYEE 4
  - LEGAL REPRESENTATIVE 5
  - OTHER 6
- COURT PROTECTED CHILDREN
  - TEMPORARY RESPONSIBILITY
    - ASSIGNED TO AGENCY 7
    - ASSIGNED TO OTHERS 8
  - PERMANENT RESPONSIBILITY
    - ASSIGNED TO AGENCY 9
    - ASSIGNED TO OTHERS 10
  - CORRECTIONAL JURISDICTION 11

EMPLOYMENT STATUS
- UNEMPLOYED
  - AVAILABLE FOR WORK 1
  - UNAVAILABLE FOR WORK 2
- EMPLOYED
  - FULL TIME 3
  - PART-TIME 4
  - SEASONAL EMPLOYMENT 5
- NEVER WORKED 6
- RETIRED 7

LIVING ARRANGEMENTS, Out-of-Home
- SOCIAL CARE FACILITY 01
- FOSTER HOME 02
- MENTAL RETARDATION FACILITY 03
- CHILDREN'S HOSPITAL 04
- GENERAL MEDICAL HOSPITAL 05
- OTHER SPECIAL HOSPITAL (PHYSICAL) 06
- MENTAL HOSPITAL 07
- CHILD TREATMENT CENTER 08
- OTHER MEDICAL CARE FACILITY 09
- MATERNITY HOME 10
- ADOPTION PLACEMENT 11
- RELATIVE'S HOME 12
- WORK/WAGE FREE HOME 13
- INDEPENDENT LIVING 14
- CORRECTIONAL INSTITUTION/JAIL 15
- SCHOOL 16
- ARMED SERVICES 17
- REHABILITATION CENTER 18
- OTHER 19
- UNKNOWN 20

LEFT FAMILY UNIT, due to:
- DEATH 1
- REACHED MAJORITY 5
- MARRIED 6
- UNMARRIED PARENTHOOD 7
- COURT ACTION 8

WORKER ACTION 111 — ENTRY OF NEW INFORMATION E | CORRECTION C | DELETION D

FAMILY MEMBER NO 112

113 FIRST NAME	114 INIT	115 SURNAME	116 SEX	117 MO DA YR BIRTH DATE	118 BIRTH STATUS

NUMBER CHILDREN IN SEQUENCE

119 EDUC	120 OFF STATUS	121 EMP STATUS	122 LIVING ARR	123 LEFT FAMILY	124 PREVIOUS CASE NO	125 SOCIAL SECURITY NO

WORKER ACTION 111 — ENTRY OF NEW INFORMATION E | CORRECTION C | DELETION D

FAMILY MEMBER NO 112

113 FIRST NAME	114 INIT	115 SURNAME	116 SEX	117 MO DA YR BIRTH DATE	118 BIRTH STATUS

NUMBER CHILDREN IN SEQUENCE

119 EDUC	120 OFF STATUS	121 EMP STATUS	122 LIVING ARR	123 LEFT FAMILY	124 PREVIOUS CASE NO	125 SOCIAL SECURITY NO

WORKER ACTION 111 — ENTRY OF NEW INFORMATION E | CORRECTION C | DELETION D

FAMILY MEMBER NO 112

113 FIRST NAME	114 INIT	115 SURNAME	116 SEX	117 MO DA YR BIRTH DATE	118 BIRTH STATUS

NUMBER CHILDREN IN SEQUENCE

119 EDUC	120 OFF STATUS	121 EMP STATUS	122 LIVING ARR	123 LEFT FAMILY	124 PREVIOUS CASE NO	125 SOCIAL SECURITY NO

WORKER ACTION 111 — ENTRY OF NEW INFORMATION E | CORRECTION C | DELETION D

FAMILY MEMBER NO 112

113 FIRST NAME	114 INIT	115 SURNAME	116 SEX	117 MO DA YR BIRTH DATE	118 BIRTH STATUS

NUMBER CHILDREN IN SEQUENCE

119 EDUC	120 OFF STATUS	121 EMP STATUS	122 LIVING ARR	123 LEFT FAMILY	124 PREVIOUS CASE NO	125 SOCIAL SECURITY NO

WORKER ACTION 111 — ENTRY OF NEW INFORMATION E | CORRECTION C | DELETION D

FAMILY MEMBER NO 112

113 FIRST NAME	114 INIT	115 SURNAME	116 SEX	117 MO DA YR BIRTH DATE	118 BIRTH STATUS

NUMBER CHILDREN IN SEQUENCE

119 EDUC	120 OFF STATUS	121 EMP STATUS	122 LIVING ARR	123 LEFT FAMILY	124 PREVIOUS CASE NO	125 SOCIAL SECURITY NO

DIST 126	CTY 127	UNIT 128	AREA 129	130 EMPLOYEE NO	131 LAST NAME	INIT
CASE LOCATION				WORKER IDENTIFICATION		

WORKER SIGNATURE

CA-140
10/71

H.H.# _____

SUPPORTIVE NARRATIVE:

REFERRALS, I.R.F., WITHDRAWALS, AND PROTECTION UNWARRANTED

Referral to Agency: Record date, source, reason, and initial action.

I.R.F. Only, Withdrawals, or Protection Unwarranted: For I.R.F. record actions taken to provide the service, including results of the follow-up and if indicated reasons I.R.F. was not provided; for withdrawals record basis of client decision and his reactions to offer of service; for unwarranted agency protective action record additional agency information and findings to support the conclusion.

CA-200
10/71

H.H.# _____

GOALS AND STEPS

For agreed goals on service request(s)_____ or goals for protective needs _____

Service request(s) or needs:

GOALS (including any sub-goals)	By what date?	
	Plan to do:	Did do:

STEPS TO BE TAKEN

Services Planned	Sources to be Used	Steps to be taken by Worker and Client

Date _____ Client Initials _____

Service Worker Initials _____

H.H.# _____

CA-210
10/71

ASSESSMENT OF SERVICE REQUESTS AND PROTECTIVE SITUATIONS

Basis for goals and service plan.

Recording date _____

I. The family situation:

II. Service requests and needs for goal setting: Positive and negative factors affecting goal-setting and full achievement -- within the individual involved, his family, and the community.

III. Requests with deferred goal-setting or withdrawn: Explanation of basis for decision to defer goal-setting; for withdrawal; and for any other reasons for not setting goals for a request.

IV. Significant information about other service needs of the family for which no service requests have been made.

FAMILY UNIT NUMBER	175

TODAYS DATE	176 MO DA YR

WORKER IDENT	177 EMPLOYEE NO

Sequence Number	Family Member Number	Worker Action E-Entry C-Change D-Delete	SERVICE IMP. Service Code Side 2	SERVICE IMP. Directed to Service Area Side 1	SERVICE SOURCE DISRS Check	SERVICE SOURCE Other Side 2 Code	SERVICE SOURCE Purchased Check	SERVICE SOURCE SPECIFIC SOURCE OF SERVICE	SERVICE ACTIONS Referred Check	SERVICE ACTIONS Initiated Check	SERVICE ACTIONS Completed Check	SERVICE ACTIONS Not Completed Check	SERVICE ACTIONS Not Completed Reason Code	Not Available Check
178	179	180	181	182	183	184	185	186	187	188	189	190	191	192

WORKER SIGNATURE _____

H.H.# _____

CA-420
10/71

PROGRESS SUMMARY AND SERVICE PLAN REVIEW

Narrative for each Summary and Review

Recording date _____

Activity and Progress Summary: Dates, events, persons and resources involved, including problems encountered, and reasons.

State Of Montana
Social Service Agency

Old 1st National Bank Bldg.
P.O. Box 472
Glasgow, Montana 59230

CA-430
10/71

CASE AND ADMINISTRATIVE SERVICE SYSTEM

Supplemental Form for Services and Resources

Referral for Services

SRS OR DPW # _____

OTHER AGENCY # _____

TO _____
(name, title, division)

FROM _____
(name, title, division)

REGARDING _____ Service FOR _____

CASE NAME _____

ADDRESS _____

TELEPHONE _____ (specify whose)

FAMILY MEMBERS:

Name	Relationship	Age

REASON SERVICE REQUESTED:

SIGNIFICANT INFORMATION ABOUT CLIENT OR FAMILY:

ESTIMATED TIME SERVICE WILL BE NEEDED: _____

THIS REFERRAL HAS BEEN DISCUSSED WITH: _____

Who has expressed interest in receiving this service and:

_____ 1. Expects to hear from you regarding an appointment.

_____ 2. Will call you regarding an appointment.

_____ 3. I will call you regarding an appointment.

STAFF MEMBER _____

TITLE _____

DATE _____

REPORT OF SERVICES PROVIDED

TO _____ DATE _____
(name, title, division)

FROM _____
(name, title, division)

REGARDING REQUEST FOR _____
(kind of service)

TO _____

SERVICE PROVIDED: yes _____ no _____

DESCRIBE SERVICES PROVIDED:

TIME PERIOD DURING WHICH SERVICES WERE PROVIDED: _____

SERVICES COMPLETED _____ SERVICES NOW BEING PROVIDED _____

EVALUATE USEFULNESS TO CLIENT (i.e., did client use and respond to the service? With what results for family and/or individuals?)

RECOMMENDATIONS:

IF SERVICES WERE NOT PROVIDED, GIVE REASONS: (lack of staff to provide service, service inappropriate, client refused service, etc.)

STAFF MEMBER _____

CODE PAGE - - RELATED TO: S E R V I C E R E Q U E S T S a n d N E E D S SIDE 1

SERVICE AREA			
CODE		CODE	
	HEALTH - help with		CHILD DEVELOPMENT AND PROTECTION
	Physical condition		Further education for a child:
R010	Handicaps	R330	Prepare for entry & continue in an educ. prog.
R020	Other	R340	Improvement in school work
	Mental conditions	R350	Resume or shange in an educational program
R030	Retardation	R360	Further the physical development of a child
R040	Other	R370	Further the social development of a child
	HOUSING & ENVIRONMENT		Overcome child problems of:
R050	Secure adequate housing	R380	Poor nutrition
R060	Uphold tenant or homeowner rights	R390	Delinquency
R070	Protect Family from undesireable Soc. Environ.	R400	Use of drugs
R080	Other	R410	Runaway
	HOME & FINANCIAL MANAGEMENT - help with	R420	Other
R090	Food planning, buying, and preparation	R430	Placement and care of a child (other than for neglect, abuse, or exploitation)
R100	Purchasing, making, and repairing clothing		
R110	Care of the home	R440	Returning child to own home (other than for neglect, abuse, or exploitation)
R120	Budgeting to meet obligations & credit buying		
R130	Secure needed furnishings and equipment	R450	Uphold the right of a child
R140	Other	R460	Help with pregnancy or birth of a child out-of-wedlock
	PARENTAL FUNCTIONING	R470	Help with family planning
	Help with:	R480	Protect children neglected, abused, or exploited
R150	Physical care of children	R490	Other
R160	Supervision and guidance of children		ADULT PROTECTION AND SELF-CARE
R170	Promote and strengthen parental roles	R500	Maintain or retain independent living
R180	Uphold parental rights	R510	Maintain or attain needed care out-of-home
R190	Help with pregnancy/birth of child out-of-wedlock	R520	Help with management of own affairs
		R530	Further self-improvement
R200	Other		Overcome problems of:
	MARITAL FUNCITIONING	R540	Poor nutrition
R210	Maintain the partnership	R550	Overuse of alcohol
R220	Dissolve the partnership	R560	Use of drugs
R230	Reconcile the partners	R570	Other
R240	Remove impediments to marriage	R580	Protect adults neglected, abused, or exploited
R250	Help with family planning	R590	Other
R260	Other		COMMUNITY PARTICIPATION
	SELF-SUPPORT & INDEPENDENT LIVING	R600	Locate and use community resources
R270	Preparation for & obtaining employment	R610	Arrange opportunities for participation in organized community groups and in community affairs
R280	Holding employment		
R290	Upgrading employment	R620	Arrange opportunities to serve others in community
R300	Overcoming personal, family, or health barriers to training and employment	R630	Other
R310	Increase income other than earnings		
R320	Other		

SERVICE GOAL STATUS CODE	SERVICE REQUESTS & NEEDS
	FOR SERVICES REQUESTED BY CLIENT
	Where there are agreed goals for service
1	information, referral, follow-up
2	client-worker goal
	Where there are NOT agr'd goals for serv.
3	necessary resources not available
4	client-worker deferred setting goal
5	request withdrawn
6	other reasons
	SERVICES NOT REQUESTED BY CLIENT
7	no service planned
8	service goals-protective reasons

AGENCY OBJECTIVES	
CODE	
1	Family stability
2	Combat dependency, self support
3	Child and youth development
4	Protect children - - neglected, abused or exploited
5	Personal independence and self - care
6	Protect adults - - neglected, abused or exploited

ACHIEVEMENT STATUS	
CODE	
	SERVICE TERMINATED
A	Goal achieved
B	Maximum benefit achieved
C	Little or no progress
	SERVICE CONTINUED
D	Progress according to plan
E	Progress short of plan
F	Little or no progress

CODE PAGE - - RELATED TO : S E R V I C E S & S O U R C E S SIDE 2

SERVICES

CODE	SOCIAL
	Information
1	agency resources
104	community resources
108	other
112	agency case consultation
116	counseling
120	group problem solving
124	day care
128	homemaker service
132	in-home care
136	foster family care
140	group care
144	adoptive service
148	family life education
	Functional education
152	consumer education
156	enrichment programs
160	health education
164	other
	Housing
168	home ownership
172	relocation
	Rehabilitation
176	structure
180	utilities
184	maintenance
	FAMILY PLANNING
200	social
204	medical
208	educational
	EMPLOYMENT-TRNG/PLACEMNT
300	agency case consultation
304	vocational testing
	Job preparation
308	vocational training
312	on-the-job training
316	other training
	Placement
320	regular labor market
324	sheltered work
328	subsidized employment
332	summer youth employment
336	other placement
340	comprehensive services
	MEDICAL
400	agency case consultation
404	medical examination
408	out-patient treatment
412	in-patient treatment & care
416	nursing in-home
420	dental care
424	other
	PSYCHIATRIC
500	agency case consultation
504	examination-diagnosis
508	out-patient treatment
512	in-patient treatment & care

CODE	EDUCATIONAL-SPECIAL
600	literacy training
604	high school equivalency
608	special classes
612	compensatory
616	adult education
620	other
	LEGAL
	Legal assistance
700	agency case consultation
704	client consultation
708	client representation
712	housing code enforcement
716	indebtedness
720	divorce-legal separation
724	tenant rights
728	property rights
732	child neglect and abuse
736	establish paremity
740	support
744	guardianship
748	commitm't for mental cond.
752	other
	ECONOMIC
800	money
804	commodities
808	school meals
812	emergency assistance
	OTHER SERVICES
	Developm't of informal resources
900	drug prescription
904	prosthesis prescription
908	special diet prescription
912	household furnish'gs/equipm't
916	clothing
920	other
924	realizing entitlements & benefits
928	transportation
932	location of abs. fam. member
936	attendant or family aide
940	recreation
944	friendly visiting
948	agency funds for personal costs
952	protective payee
956	particpat'n comm. action grp.
960	prepared meals
964	arranging volunteer roles
968	resettlement
972	emergency shelter
976	other

REASONS NOT COMPLETED

CODE

1 decision of other source
2 client decision
3 agency decision
4 joint decision
5 unexpected developments
9 other

SOURCE OF SERVICE by OTHERS

CODE	
	PERSONS & GROUPS
010	relative(other than bas. fam. mem)
020	public official
030	landlords
040	other persons (non-relative)
050	volunteer group
	SOCIAL
060	church
070	public agency
080	voluntary agency
090	private practitioner
100	social care institution-public
110	social care institution-voluntary
120	social care-other group facility
130	day care facility-public
140	day care facility-voluntary
150	propriatary facility
160	volunteer service agency
170	social activity center
180	other
	HEALTH
190	private practitioner
200	dentist
210	health department
220	crippled children program
230	mental health program
240	other clinic
250	hospital
260	nursing care facility
270	other medical institution
280	home health care
290	other
	EMPLOYMENT
300	department of labor
310	vocational rehabilitation
320	union
330	private company
340	other
	LEGAL
350	attorney
360	police
370	court
380	legal aid
390	correctional institution
400	regulatory
410	other
	OTHER SOURCES
420	community action
430	schools
440	public housing
450	agency - out of state
460	public assistance agency
470	other unit or agency/district/area
480	F.A.P.
490	veteran's administration
500	social security
510	other

APPENDIX I

Staff Interview

Appendix I

In order to do the evaluation of how much money it is costing to provide the services of the Social Service Agency, we must try to determine how the time of each worker is spent.

PART A.

First, which of the following do you spend time doing? (During the current year.)

Do you do direct service?

Do you work in community activities?

Are you responsible for supervision of other staff?

Are you responsible for any administrative duties?

	Year Two Col. I	Year One Col. II
1. Direct Service Work		
2. Community Activities		
3. Supervision		
4. Administration		
5. Other, Staff Meetings		
6. Consulting (Functional Duties?)		
7. Staff Training		

Can you now estimate what % of your time you spend (among. between) _____ _____ vs _____ vs _____ vs _____? (Categories checked above) (Make sure you end up with 100%) It is probably easiest to start with whatever you spend most of your time doing.

PART B.

Now let's go to only the direct service (or the work you do directly with one client) that you do. This should be familiar to you. (Bring out CASS Service Codes.) Now, we need to get this down to the 10 or even less services that you do the most.

First, why don't you cross out those you don't do at all.

IF SPECIALIZED: Since you are specialized, it may be easier to just rank the ten service activities you spend the most time doing. Rank the one you spend the most time doing as #1, the second most #2, etc.

Now, of these services, are there some that you spend less than 10% of your time doing? (½ day per week or 4 hours a week)

If yes, cross them out.

From these left would you now rank them (if less than 10) the top 10, showing the one you spend the most time doing as #1, the one you spend the second most time doing as #2, etc.

Now, with these services remaining, can you tell me how much. as a % of your time, you spend performing these services. It is probably easiest to start with those services you spend the most time doing.

How much time do you spend doing #1? Start breaking by days, ½ days, half of the time, or relevant distinctions to the workers. Must end up with a percentage.

#2, etc. (mark on sheets)

If staff member has worked 3 months of the First Operational Year (Oct. 4, 1971 - Oct. 1, 1972) do the following:

GO BACK TO PART A, GENERAL CATEGORIES AND ASK:

Because you worked at least 3 months during the first year of the project, we need to go back to the first year and get the same information.

1. Would these percentages be the same for the work you did during the first year of the project? (PROBE: Were your services any different under the service manager system? Has the time you spent giving different types of services changed?)

   ____ Yes

   ____ No How would they be different? (Designate in Column II, Part A)

2. Would the services percentages on the CASS sheet be the same for the work you did during the first year?

   ____ Yes

   ____ No How would they be different? (Designate as second entry on CASS sheet) 10, 20, or ___, 10: Make sure we can tell that it is a <u>second</u> entry.

INTERVIEWER: Remember to stress <u>TIME SPENT</u> not numbers of service

For Homemakers:

(Prepared meals and protective payee will be collapsed as part of homemaking)

Homemakers need only categories:

- Homemaker Service (including protective payee and prepared meals)

- Transportation

Friendly Visiting -- i.e., stopping to just visit and check if people are okay

- Ask if there are others that require 10% or more of their time.

APPENDIX J

Total Cost Breakdown-Year II

TOTAL COST BREAKDOWN - YEAR II

Expense	Glasgow	Malta	Wolf Point	Poplar	Culbertson	Plentywood	Scobey	Research	Total	% of Total Year II	% of Total Year I
Salaries	$ 91,505.63	$37,420.62	$65,651.77	$31,685.00	$20,288.49	$16,508.38	$16,873.87	$28,376.70	$308,310.46	64	60
Employee Benefits	11,335.34	4,767.34	8,013.11	3,803.93	2,530.86	2,106.50	2,156.20	3,517.22	38,230.50	8	5
Travel	18,190.92	10,922.08	13,222.06	7,181.02	6,058.91	4,017.50	7,097.63	3,793.98	70,484.10	15	14
Equipment:											
Purchased*	579.20	52.44	239.54	156.12	17.88	33.37	48.86	64.35	1,191.76		4.4
Maintenance	401.83	29.11	157.97	86.66	9.92	18.52	27.13	44.65	775.79		
Rental	49.14	4.00	18.29	11.92	1.37	2.55	3.73	90.00	181.00		
Rent, Buildings	10,033.63	900.00	4,144.80	2,700.00	300.00	600.00	840.00	1,114.85	20,633.28	4.3	4.7
Utilities	1,812.55		629.06				54.91	201.40	2,697.92		
Janitor	3,172.50		1,500.00					352.50	5,025.00	1	1
Office Supplies	999.01	399.60	399.60	199.80	199.81	199.80	199.80	599.41	3,196.83	.66	1
Telephone	7,184.05	1,465.07	2,799.22	1,583.77	644.81	460.81	689.16	1,192.73	16,019.62	3.3	6
Consultant Fees	181.11	33.96	184.90	89.77	25.36	29.22	33.08		577.40		
Misc. Expenses	1,654.67	450.06	615.39	427.25	45.93	85.73	147.12	183.85	3,610.00	.75	
Research & Evaluation								7,258.52	7,258.52	1.5	2.8
TOTALS	$147,099.58	$56,444.28	$97,575.71	$47,925.24	$30,123.34	$24,062.38	$28,171.49	$46,790.16	$478,192.18	98.51%	98.9%
% of Total Year II	30.76%	11.8%	20.41%	10.02%	6.3%	5.03%	5.89%	9.78%	100%		
% of Total Year I	37.13%	11.14%	18.65%	11.25%	5.05%	3.18%	4.7%	8.9%	100%		

*Reflects depreciated cost of equipment purchased - Actual equipment purchased in Year II was $3,865.81

APPENDIX K

Total Time Breakdown-Year II

Total Time Breakdown, Year II

	NSR Travel Hours	S.R. Travel Hours	S.L.& Vac. Hours	D.S. Hours	C.S. Hours	Super. Hours	Consult. Hours	Staff Trng. Hours	Admin. Hours	"Other" Hours	Total Hours	% of Total Yr. II	% of Total Yr. I
-Glasgow-													
Social Workers	231	1,007	619	5,223	1,399	344	900		93	963	10,779		
Paraprofessional Supers.	67		53			78	8	8	32	38	284		
Soc. Ser. Aides	105	630	446	3,170	357					755	5,463		
Homemakers	40	554	933	5,403	203	67				1,121	8,321		
Day Camp Pers.	—	—	—	—	811	—	—	—	—	—	811		
Subtotal	443	2,191	2,051	13,796	2,770	489	908	8	125	2,877	25,658	33	41
-Malta-													
Social Workers	135	240	271	1,223	416	78	155		102	247	2,867		
Paraprofessional Supers.	167	84	287	758		441	8	8	32	281	2,066		
Soc. Ser. Aides	241	382	336	919	541					1,613	4,032		
Homemakers	16	226	8	1,275	33	—	—	—	—	34	1,592		
Subtotal	559	932	902	4,175	990	519	163	8	134	2,175	10,557	14	14
-Wolf Point-													
Social Workers	238	430	565	4,457	897		299		6	1,163	8,055		
Paraprofessional Supers	218	435	84	726	196	610	8	8	32	65	2,382		
Soc. Ser. Aides	52	167	148	1,002	345		110			117	1,941		
Homemakers	29	448	247	3,402	214	—	—	—	—	—	4,340		
Subtotal	537	1,480	1,044	9,587	1,652	610	417	8	38	1,345	16,718	21	20

Total Time Breakdown, Year II

	NSR Travel Hours	S.R. Travel Hours	S.L.& Vac. Hours	D.S. Hours	C.S. Hours	Super. Hours	Consult. Hours	Staff Trng. Hours	Admin. Hours	"Other" Hours	Total Hours	% of Total Yr. II	% of Total Yr. I
-Poplar-													
Social Workers	177	51	114	1,206	189	158	49		14	106	2,064		
Paraprofessional Supers.	218	3	84	6	196	87	8	8	32	14	656		
Soc. Ser. Aides		113	132	799	85					85	1,214		
Homemakers	30	382	452	2,563	1,286					947	5,660		
Subtotal	425	549	782	4,574	1,756	245	57	8	46	1,152	9,594	12	15
-Culbertson-													
Social Workers	156	124	30	846	69	70	26	139	6	298	1,764		
Paraprofessional Supers.	99		82			87	8	8	32	14	330		
Soc. Ser. Aides	34	239	103	783	152					210	1,521		
Homemakers	28	237	132	1,195	80					318	1,990		
Subtotal	317	600	347	2,824	301	157	34	147	38	840	5,605	7	5
-Plentywood-													
Social Workers	84	104	117	913	175		113		6	631	2,143		
Paraprofessional Supers.	53		24			32	8	8	32	8	165		
Soc. Ser. Aides	3	107	9	358						18	495		
Homemakers	69	229	80	1,229	328					81	2,016		
Subtotal	209	440	230	2,500	503	32	121	8	38	738	4,819	6	1

Total Time Breakdown, Year II

	NSR Travel Hours	S.R. Travel Hours	S.L.& Vac. Hours	D.S. Hours	C.S. Hours	Super. Hours	Consult. Hours	Staff Trng. Hours	Admin. Hours	"Other" Hours	Total Hours	% of Total Yr. II	% of Total Yr. I
-Scobey-													
Social Workers	4	10	25	36			26		6	19	126		
Paraprofessional Supers.	53		24			32	8	8	32	8	165		
Soc. Ser. Aides	206	221	104	1,484	1,072					553	3,640		
Homemakers	20	109	24	1,166	32	—	—	—	—	97	1,448		
Subtotal	283	340	177	2,686	1,104	32	34	8	38	677	5,379	7	4
DISTRICT TOTAL	2,773	6,532	5,533	40,142	9,076	2,084	1,734	195	457	9,804	78,330	100%	100%

APPENDIX L

Rank Order, By Hours,
Of Services rendered in Year II

RANK ORDER BY HOURS OF SERVICES RENDERED IN YEAR II

	Service Description	Valley County	Phillips County	Roosevelt County	Sheridan County	Daniels County	District Total Year II	% of Total Year II	% of Total Year I
1.	Homemaker Service	4,623	1,202	3,907	1,093	1,092	11,917	25.53	18.41
2.	Transportation	3,256	1,489	5,623	662	364	11,394	24.41	20.05
3.	Friendly Visiting	601	672	2,348	159	187	3,967	8.5	7.27
4.	Information	597	482	980	455	1,123	3,637	7.79	6.26
5.	Counseling	1,353	162	643	8	6	2,172	4.65	10.27
6.	Day Care	1,103	112	544			1,759	3.77	5.95
7.	Foster Family Care	724	104	375		23	1,226	2.63	2.90
8.	Realizing Entitlements & Benefits			777	124	69	970	2.08	2.64
9.	Relocation, Housing	361	93	374	97	14	939	2.01	3.28
10.	Agency Case Consultation, Social	227	26	550	14	69	886	1.9	
11.	Child Neglect & Abuse	358	119	261			738	1.58	2.94
12.	Agency Case Consultation, Medical	427		309			736	1.58	
13.	Placement, Regular Labor Market	297		94			391	.84	
14.	Information, Community Resources	68		305			373		
15.	Resettlement	281		88			369		
16.	Adoptive Service	113	25	174	25	17	354		
17.	Summer Youth Employment		185	43		48	276		
18.	Agency Funds for Personal Costs				194		194		
19.	Enrichment Programs			192			192		
20.	Agency Case Consultation, Employment			183			183		

APPENDIX M

Percentage of Service Rendered, by Discipline, Year I

Percentage of Service Rendered by Discipline; Year I

Service	Percentage of District Service Done By: Social Workers	Social Service Aides	Homemakers	Total Percentage
Transportation	8.88	39.56	51.56	100
Homemaker Service		6.35	93.65	100
Counseling	95.58	4.42		100
Friendly Visiting	10.86	23.59	65.55	100
Information, Agency Resources	70.41	29.54		100
Day Care	67.11	32.89		100
Relocation, Housing	70.20	29.89		100
Child Neglect & Abuse	100			100
Foster Family Care	100			100
Realizing Entitlements & Benefits	81.38	18.62		100
Agency Case Consultation, Medical	100			100
Adoptive Service	100			100
*Economic, Money (E & B)		100		100
Rehabilitation Structure		100		

*This Service is Realizing Entitlements and Benefits but is listed in this manner due to a problem with service definitions.

APPENDIX N

Rank Order of Most Time Consuming
Services Rendered by Each Discipline, Year II

Table N-1

Rank Order of the Most Time Consuming Services
Rendered by Social Workers, Year II

Service Description	Hours of the Service Rendered	% of Social Workers Direct Service Hours
Information, Agency Resources	2,309	14.55
Counseling	2,102	13.25
Foster Family Care	1,226	7.73
Transportation	1,167	7.35
Day Care	1,050	6.62
Agency Case Consultation, Social	817	5.15
Child Neglect & Abuse	738	4.65
Agency Case Consultation, Medical	736	4.64
Relocation, Housing	599	3.77
Friendly Visiting	452	2.85
Other	4,674	29.44
TOTAL DIRECT SERVICE HOURS	15,870	100%

Table N-2

Rank Order of the Most Time Consuming Services
Rendered by Social Service Aides, Year II

Service Description	Hours of the Service Rendered	% of Soc. Ser. Aides Direct Service Hours
Transportation	4,129	39.8
Information, Agency Resources	1,328	12.8
Homemaker Service	965	9.3
Realizing Entitlements and Benefits	758	7.31
Day Care	710	6.84
Friendly Visiting	556	5.36
Relocation, Housing	339	3.27
Rehabilitation, Structure	149	1.44
Tenant Rights	92	.89
Emergency Assistance	72	.69
Protective Payee	72	.69
Other	1,204	11.61
TOTAL DIRECT SERVICE HOURS	10,374	100%

Table N-3

Rank Order of the Most Time Consuming Services
Rendered by Paraprofessional Supervisors, Year II

Service Description	Hours of the Service Rendered	% of Parapro. Supvs. Direct Service Hours
Transportation	1,243	61.78
Friendly Visiting	389	19.33
Homemaker Service	337	16.75
Other	43	2.14
TOTAL DIRECT SERVICE HOURS	2,012	100%

Table N-4

Rank Order of the Most Time Consuming Services
Rendered by Homemakers, Year II

Service Description	Hours of the Service Rendered	% of Homemakers Direct Service Hours
Homemaker Service	10,615	57.63
Transportation	4,855	26.36
Friendly Visiting	2,570	13.95
Other	378	2.06
TOTAL DIRECT SERVICE HOURS	18,418	100%

APPENDIX O

Delineation of Cost and Services Rendered by Each Discipline in Each Outstation Area, Year II

COST OF DIRECT SERVICE PROVIDED IN Glasgow BY Social Workers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$29,371.28	$3642.04	$5,743.61		$9,781.10	$48,538.03	6,230	$7.79

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
100	Information, Agency Resources	467	$ 3,638.40
104	Information, Community Resources	68	529.79
109	Case Evaluation & Exploration	126	981.67
112	Agency Case Consultation, Social	227	1,768.56
116	Counseling	1,353	10,541.22
124	Day Care	393	3,061.86
136	Foster Family Care	724	5,640.68
144	Adoptive Service	113	880.38
172	Relocation, Housing	218	1,698.44
308	Vocational Training, Employment	74	576.53
320	Placement, Regular Labor Market	297	2,313.93
400	Agency Case Consultation, Medical	427	3,326.76
500	Agency Case Consultation, Psych.	5	38.96
732	Child Neglect & Abuse	358	2,789.18
928	Transportation	533	4,152.60
944	Friendly Visiting	19	148.03
964	Arranging Volunteer Roles	56	436.30
968	Resettlement	222	1,729.60
976	Other	16	124.66
	Other	534	4,160.48
	TOTALS	6,230	$48,538.03

COST OF DIRECT SERVICE PROVIDED IN Glasgow BY Social Service Aides

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$12,242.74	$1,518.10	$3,582.98	$8.11	$5,984.24	$23,336.17	3,800	*$6.1389

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
100	Information, Agency Resources	130	$ 798.07
124	Day Care	710	4,358.66
128	Homemaker Service	174	**1,076.28
172	Relocation, Housing	143	877.87
724	Tenant Rights	72	442.01
812	Emergency Assistance	72	442.01
928	Transportation	1,746	10,718.63
944	Friendly Visiting	121	742.81
952	Protective Payee	72	442.01
968	Resettlement	58	356.06
	Other	502	3,081.76
	TOTALS	3,800	$23,336.17

*Calculation of this figure does not include cost of homemaker supplies ($8.11) which are a direct cost of homemaker service.

**This figure calculated in the following manner:

$6.1389 x 174 = $1,068.17
+ homemkr sup 8.11

$1,076.28

cost per hr of homemaker service:

$1,076.28 ÷ 174 = $6.19

COST OF DIRECT SERVICE PROVIDED IN Glasgow BY Homemakers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$18,180.68	$2,254.40	$3,570.57	$207.44	$9,365.34	$33,578.43	5,957	*$5.60

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
128	Homemaker Service	4,449	**$25,130.65
928	Transportation	977	5,473.13
944	Friendly Visiting	462	2,588.11
	Other	69	386.54
	TOTALS	5,957	$33,578.43

*Calculation of this figure does not include HM supplies ($207.44) which are a direct cost of homemaker service.

**This figure calculated in the following manner:

$5.6019 x 4449 =	$24,923.21
+ HM Supplies	207.44
	$25,130.65

cost per hr of homemaker service:

$25,130.65 ÷ 4449 = $5.6486

COST OF DIRECT SERVICE PROVIDED IN Malta BY Social Workers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$8,813.96	$1,092.93	$2,187.16	--	$2,303.93	$14,397.98	1,463	$9.84

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
100	Information, Agency Resources	482	$ 4,743.56
112	Agency Case Consultation, Social	26	255.88
116	Counseling	162	1,594.31
124	Day Care	112	1,102.24
136	Foster Family Care	104	1,023.51
144	Adoptive Service	25	246.04
172	Relocation, Housing	93	915.25
332	Summer Youth Employment	185	1,820.66
732	Child Neglect & Abuse	119	1,171.13
928	Transportation	40	393.66
944	Friendly Visiting	19	186.99
	Other	96	944.75
	TOTAL	1,463	$14,397.98

COST OF DIRECT SERVICE PROVIDED IN Malta BY Paraprofessional Supervisors

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$3,357.12	$416.28	$820.08	$15.73	$1,325.98	$5,935.19	842	*$7.03

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
128	Homemaker Service	337	**$2,384.92
928	Transportation	253	1,778.65
944	Friendly Visiting	252	1,771.62
	TOTAL	842	$5,935.19

*Calculation of this figure does not include the cost of homemaker supplies ($15.73) which are a direct cost of homemaker service.

**This figure calculated in the following manner:

$7.03 x 337 = $2,369.19
+ homemaker supplies 15.73

$2,384.92

cost per hour of homemaker service:

$2,384.92 ÷ 337 = $7.07

COST OF DIRECT SERVICE PROVIDED IN Malta BY Social Service Aides

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$6,262.56	$776.56	$2,365.36	$15.84	$2,048.81	$11,469.13	1,301	*$8.80

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
128	Homemaker Service	340	**$3,009.01
928	Transportation	671	5,907.12
944	Friendly Visiting	101	889.15
	Other	189	1,663.85
	TOTAL	1,301	$11,469.13

*Calculation of this figure does not include the cost of homemaker supplies ($15.84) which are a direct cost of homemaker service.

**This figure calculated in the following manner:

$8.80 x 340 = $2,993.17
+ homemaker supplies 15.84

$3,009.01

cost per hour of homemaker service:

$3,009.01 ÷ 340 = $8.85

COST OF DIRECT SERVICE PROVIDED IN Malta BY Homemakers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$3,383.00	$419.49	$1,582.13	$24.51	$2,363.77	$7,772.90	1,501	*$5.16

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
128	Homemaker Service	525	**$2,734.64
928	Transportation	525	2,710.13
944	Friendly Visiting	300	1,548.65
	Other	151	779.48
	TOTALS	1,501	$7,772.90

*Calculation of this figure does not include the cost of homemaker supplies ($24.51) which are a direct cost of homemaker service

**This figure calculated in the following manner:

$5.16 x 525 = $2,710.13
+ homemaker supplies 24.51

$2,734.64

cost per hour of homemaker service:

$2,734.64 ÷ 525 = $5.21

COST OF DIRECT SERVICE PROVIDED IN Wolf Point BY Social Workers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$25,986.19	$3,222.29	$3,328.63	--	$7,696.05	$40,233.16	4,887	$8.23

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
100	Information, Agency Resources	485	$ 3,992.86
104	Information, Community Resources	306	2,519.20
108	Information, Other	88	724.48
112	Agency Case Consulation, Social	406	3,342.47
116	Counseling	502	4,132.81
124	Day Care	373	3,070.79
136	Foster Family Care	375	3,087.30
144	Adoptive Service	149	1,226.67
172	Relocation, Housing	130	1,070.25
300	Agency Case Consultation, Employment	183	1,506.58
308	Vocational Training	88	724.48
320	Placement, Regular Labor Market	88	724.48
332	Summer Youth Employment	43	354.01
404	Medical Examination	35	288.14
408	Out-Patient Treatment	35	288.14
604	High School Equivalency	43	354.01
700	Agency Case Consultation, Legal	88	724.48
704	Client Consultation, Legal	88	724.48
708	Client Representation, Legal	88	724.48
732	Child Neglect & Abuse	213	1,753.56
920	Development of Informal Resources, Other	95	782.11
924	Realizing Entitlements and Benefits	88	724.48
932	Location of Absent Family Member	43	354.01
944	Friendly Visiting	271	2,231.06
952	Protective Payee	35	288.14
968	Resettlement, Housing	88	724.48
976	Other, Other Services	71	584.52
	Other	390	3,210.69
	TOTAL	4,887	$40,233.16

COST OF DIRECT SERVICE PROVIDED IN Wolf Point BY Paraprofessional Supervisors

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$4,449.03	$551.68	$2248.81	--	$1,828.34	$9,077.86	1,161	$7.819

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
928	Transportation	990	$7,740.81
944	Friendly Visiting	127	993.01
	Other	44	344.04
	TOTAL	1,161	$9,077.86

COST OF DIRECT SERVICE PROVIDED IN Wolf Point BY Social Service Aides

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$4,370.40	$541.93	$1,300.77	$13.78	$1,840.94	$8,067.82	1,169	*$6.8896834

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
116	Counseling	49	$ 337.59
128	Homemaker Service	295	**2,046.24
172	Relocation, Housing	98	675.19
320	Employment, Regular Labor Mkt.	6	41.34
924	Realizing Entitlement & Benefits	90	620.07
928	Transportation	452	3,114.14
944	Friendly Visiting	138	950.78
	Other	41	282.47
	TOTAL	1,169	$8,067.82

*Calculation of this figure does not include the cost of homemaker supplies ($13.78), which are a direct cost of homemaker service.

**This figure calculated in the following manner:

$6.8896 x 295 =	$2,032.46
+ homemaker supplies	13.78
	$2,046.24

Cost per hour of homemaker service:

$2,046.24 ÷ 295 = $6.936

COST OF DIRECT SERVICE PROVIDED IN Wolf Point BY Homemakers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$8747.71	$1,084.72	$2,680.92	$83.02	$6,062.98	$18,659.35	3,850	*$4.8250207

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
128	Homemaker Service	1,780	**$ 8,671.56
928	Transportation	1,463	7,059.01
944	Friendly Visiting	522	2,518.66
	Other	85	410.12
	TOTAL	3,850	$18,659.35

*Calculation of this figure does not include the cost of homemaker supplies ($83.02), which are a direct cost of homemaker service.

**This figure calculated in the following manner:

$4.825 x 1,780 =	$8,588.54
+ homemaker supplies	83.02
	$8,671.56

Cost per hour of homemaker service:

$8,671.56 ÷ 1,780 = $4.87

COST OF DIRECT SERVICE PROVIDED IN Poplar BY Social Workers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$6,982.23	$865.80	$1,350.06		$1,979.52	$11,177.61	1,257	$8.89

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
100	Information, Agency Resources	247	$ 2,196.40
116	Counseling	68	604.68
124	Day Care	124	1,102.64
144	Adoptive Service	17	151.17
172	Relocation, Housing	62	551.32
400	Agency Case Consultation, Medical	308	2,738.83
924	Realizing Entitlements and Benefits	123	1,093.75
928	Transportation	160	1,422.77
	Other	148	1,316.05
	TOTALS	1,257	$11,177.61

COST OF DIRECT SERVICE PROVIDED IN Poplar BY Paraprofessional Supervisors

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$37.71	$4.68	$21.25	--	$14.17	$77.81	9	$8.645

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
944	Friendly Visiting	9	$77.81

COST OF DIRECT SERVICE PROVIDED IN Poplar BY Social Service Aides

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$2,671.66	$331.29	$547.79	$0.94	$1,436.22	$4,987.90	912	*$5.4681578

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
116	Counseling	20	$ 109.36
128	Homemaker Service	20	**110.30
172	Relocation, Housing	84	459.33
724	Tenant Rights	20	109.36
924	Realizing Entitlements & Benefits	228	1,246.74
928	Transportation	312	1,706.07
944	Friendly Visiting	20	109.36
	Other	208	1,137.38
	TOTALS	912	$4,987.90

*Calculation of this figure does not include the cost of homemaker supplies ($0.94), which are a direct cost of homemaker service.

**This figure calculated in the following manner:

$5.468 x 20 =	$109.36
+ homemaker supplies	.94
	$110.30

Cost per hour of homemaker service:

$110.30 ÷ 20 = $5.515

COST OF DIRECT SERVICE PROVIDED IN Poplar BY Homemakers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$8,343.97	$1,034.65	$1,695.02	$71.19	$4,637.79	$15,782.62	2,945	*$5.33

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
128	Homemaker service	1,526	**$ 8,212.32
928	Transportation	939	5,009.52
944	Friendly Visiting	480	2,560.78
	TOTAL	2,945	$15,782.62

* Calculation of this figure does not include the cost of homemaker supplies ($71.19) as they are direct cost of homemaker service.

** This figure calculated in the following manner:

$5.334 x 1,526 =	$8,141.13
+ homemaker supplies	71.19
	$8,212.32

Cost per hour of homemaker service:

$8,212.32 ÷ 1,526 = $5.38

COST OF DIRECT SERVICE PROVIDED IN Culbertson BY Social Workers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$6,189.52	$767.50	$1,599.21	--	$1,527.56	$10,083.79	970	$10.39566

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
100	Information, Agency Resources	192	$ 1,995.97
112	Agency Case Consultation, Social	144	1,496.98
116	Counseling	4	41.58
124	Day Care	48	498.99
144	Adoptive Service	8	83.17
156	Enrichment Programs	192	1,995.97
732	Child Neglect and Abuse	48	498.99
928	Transportation	239	2,484.56
944	Friendly Visiting	95	987.58
	TOTAL	970	$10,083.79

COST OF DIRECT SERVICE PROVIDED IN Culbertson BY Social Service Aides

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$3,173.48	$393.51	$1,255.04	--	$1,609.45	$6,431.48	1,022	$6.29

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
100	Information, Agency Resources	57	$ 358.70
176	Rehabilitation, Structure	112	704.82
924	Realizing Entitlements and Benefits	247	1,554.38
928	Transportation	494	3,108.76
944	Friendly Visiting	112	704.82
	TOTALS	1,022	$6,431.48

COST OF DIRECT SERVICE PROVIDED IN Culbertson BY Homemakers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$4,025.08	$499.11	$1,350.69	$13.34	$2,255.11	$8,143.33	1,432	*$5.677367

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
128	Homemaker Service	286	**$1,637.07
928	Transportation	573	3,253.13
944	Friendly Visiting	573	3,253.13
	TOTAL	1,432	$8,143.33

*Calculation of this figure does not include the cost of homemaker supplies ($13.34) which are a direct cost of homemaker service.

**This figure calculated in the following manner:

5.6773 x 286 =	$1,623.73
+ homemaker supplies	13.34
	$1,637.07

Cost per hour of homemaker service:

$1,637.07 ÷ 286 = $5.72

COST OF DIRECT SERVICE PROVIDED IN Plentywood BY Social Workers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$6,828.64	$846.75	$1,149.04	--	$1,601.57	$10,426.00	1,017	$10.25

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
100	Information, Agency Resources	437	$ 4,480.00
112	Agency Case Consultation, Social	14	143.52
116	Counseling	8	82.01
144	Adoptive Service	25	256.29
172	Relocation, Housing	97	994.42
928	Transportation	194	1,988.83
944	Friendly Visiting	49	502.33
948	Agency Funds for Personnel Costs	193	1,978.60
	TOTALS	1,017	$10,426.00

COST OF DIRECT SERVICE PROVIDED IN Plentywood BY Social Service Aides

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$1,225.78	$151.99	$499.57	--	$732.28	$2,609.62	465	$5.61

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
100	Information, Agency Resources	18	$ 101.01
176	Rehabilitation, Structure	37	207.65
924	Realizing Entitlements and Benefits	124	695.90
928	Transportation	249	1,397.41
944	Friendly Visiting	37	207.65
	TOTAL	465	$2,609.62

COST OF DIRECT SERVICE PROVIDED IN Plentywood BY Homeamkers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$3,506.58	$434.82	$1,420.52	$50.96	$2,296.06	$7,708.94	1,458	*$5.25

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
128	Homemaker Service	1,093	**$5,791.82
928	Transportation	219	1,150.27
944	Friendly Visiting	73	383.42
	Other	73	383.43
	TOTAL	1,458	$7,708.94

*Calculation of this figure does not include the cost of homemaker supplies ($50.96) which are a direct cost of homemaker service.

**This figure calculated in the following manner:

$5.2523 x 1,093 =	$5,740.86
+ homemaker supplies	50.96
	$5,791.82

Cost per hour of homemaker service:

$5,791.82 ÷ 1,093 = $5.299

COST OF DIRECT SERVICE PROVIDED IN Scobey BY Social Workers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$1,055.72	$130.91	$152.00	--	$72.44	$1,411.07	46	$30.675435

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
116	Counseling	6	$ 184.05
136	Foster Family Care	23	705.54
144	Adoptive Service	17	521.48
	TOTAL	46	$1,411.07

COST OF DIRECT SERVICE PROVIDED IN Scobey BY Social Service Aides

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$5,389.12	$668.25	$1,715.53	$6.34	$2,685.03	$10,464.27	1,705	*$6.13

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
100	Information, Agency Resources	1,123	$ 6,888.13
112	Agency Case Consultation, Social	69	423.22
128	Homemaker Service	136	** 840.52
172	Relocation, Housing	14	85.87
332	Summer Youth Employment	48	294.42
924	Realizing Entitlements and Benefits	69	423.22
928	Transportation	205	1,257.41
944	Friendly Visiting	27	165.61
964	Arranging Volunteer Roles	14	85.87
	TOTALS	1,705	$10,464.27

*Calculation of this figure does not include the cost of homemaker supplies ($6.34) which are a direct cost of homemaker service.

**This figure calculated in the following manner:

$6.1336 x 136 =	$834.18
+Homemaker supplies	6.34
	$840.52

Cost per hour of homemaker service:

$840.52 ÷ 136 = $6.18

COST OF DIRECT SERVICE PROVIDED IN Scobey BY Homemakers

SALARIES	EMPLOYEE BENEFITS	TRAVEL	HM SUPPLIES	ADMIN. COSTS	TOTAL COSTS	TOTAL HRS DS	TOTAL COST/HR
$3,105.82	$385.12	$963.12	$44.50	$2,007.87	$6,506.43	1,275	*$5.06818

	SERVICE DESCRIPTION	HOURS OF SERVICE RENDERED	COST OF PROVIDING SERVICE
128	Homemaker Service	956	**$4,889.68
928	Transportation	159	805.84
944	Friendly Visiting	160	810.91
	TOTAL	1,275	$6,506.43

*Calculation of this figure does not include the cost of homemaker supplies ($44.50) which are a direct cost of homemaker service.

**This figure calculated in the following manner:

$5.0681 x 956 =	$4,845.18
+ homemaker supplies	44.50
	$4,889.68

Cost per hour of homemaker service:

$4,889.68 ÷ 956 = $5.114

APPENDIX P

April 1974 Case Summary Information

Appendix P

April, 1974 Case Summary Information

Table P-1

Total District Caseload, April, 1974

	Number of Cases		
	Glasgow Office	Wolf Point Office	District Total
TOTAL CASES TO ACCOUNT	252	263	515
Cases open as of Mar. 31, 1974	231	229	460
New Cases during April	21	35	56
Service Only	16	28	44
Public Assistance	5	7	12
Closures	19	11	30
Caseload as of April 30, 1974	233	252	485
CLOSURE REASONS			
Services Completed/No Further Request	18	8	26
Request Withdrawn	1	0	1
Moved	0	3	3
TOTAL CLOSURES	19	11	30

Table P-2

Initial Requests; April, 1974

	Number of Cases		
	Glasgow Office	Wolf Point Office	District Total
INITIAL REQUEST			
CWS Complaint	6	2	8
Transportation	3	12	15
Homemaker Services	3	6	9
Counseling	1	0	1
Foster Home Placement	2	2	4
Adoptive Home Placement	1	0	1
WIN	4	1	5
Guardianship	1	3	4
Nursing Home Evaluation	1	0	1
Realizing Entitlements and Benefits	0	3	3
Vocational Training	0	1	1
Housing	0	2	2
Management of Own Affairs	0	2	2
Day Care	0	2	2
Help with Pregnancy	0	1	
TOTALS	22	36	58

APPENDIX Q

Staff Changes During the Reporting Period

STAFF CHANGES DURING THE REPORTING PERIOD

Date of Action	Name	Personnel Action and Position	Location	Date Resigned
04-01-74	Debbra Coffey	Hired as Homemaker	Poplar	
04-01-74	Mary Lou Goulet	Change of status from part-time to full-time Homemaker	Flaxville	
04-05-74	Rene Martell	Hired as Social Worker I	Wolf Point	
04-09-74	Lesley Place	Hired as Clerk-Typist I	Wolf Point	
	Sandra Dvorshak	Resigned as Homemaker	Dodson	04-19-74
05-13-74	Donna Black Eagle	Change of status to Social Service Aide	Frazer	
05-17-74	John Murray	Transferred from Glasgow Project as SWI for WIN to Kalispell Voc. Rehab. as Counselor I	Glasgow AFB	
05-27-74	Gary Rapp	Hired as Social Service Supervisor II	Glasgow	
	Patricia Lind	Resigned as Social Worker I (Volunteer Coordinator)	Glasgow	05-31-74
06-10-74	Cynthia Clark	Hired as Social Worker I (WIN)	Glasgow AFB	
	Robert McKinnon	Resigned as Social Worker I	Malta	06-14-74
	Linda Smith	Resigned as Social Worker I	Wolf Point	06-14-74
	Roberta Gangstad	Resigned as Clerk-Typist I (Research)	Glasgow	06-14-74
	Lesley Place	Resigned as Clerk-Typist I	Wolf Point	06-21-74
	Jean Hill	Resigned as Statistician I	Glasgow	06-21-74
	Susan Forbes	Resigned as Secretary	Glasgow	06 28-74
06-30-74	Marian Bjarko	Position phased out (Social Service Aide)	Scobey	
06-30-74	Gilbert Broaddus	Position phased out (Paraprofessional Supervisor)	Frazer	
06-30-74	Gertrude A. Davis	Position phased out (Director of Services)	Glasgow	

Date of Action	Name	Personnel Action and Position	Location	Date Resigned
07-01-74	Gloria Brinkman	Transferred to Glasgow District Office as Social Service Supervisor III	Glasgow	
07-01-74	Gary Rapp	Transferred to Glasgow District Office as Social Service Supervisor II	Glasgow	
07-01-74	Patricia Miller	Transferred to Glasgow District Office as Social Worker I (P-T)	Glasgow	
07-01-74	Cynthia Clark	Transferred to Glasgow District Office as Social Worker I(WIN)	Glasgow	
07-01-74	Joyce Davis	Transferred to Glasgow District Office as Social Service Aide (WIN)	Glasgow	
07-01-74	Irma Isakson	Promoted to Secretary and transferred to Glasgow District Office	Glasgow	
07-01-74	Kora Breikjern	Transferred to Valley Co. Welfare as Social Worker I	Glasgow	
07-01-74	Judy Skornogoski	Transferred to Valley Co. Welfare as Social Worker I	Glasgow	
07-01-74	Donna Black Eagle	Transferred to Valley Co. Welfare as Social Service Aide	Nashua	
07-01-74	Sharron Eastman	Transferred to Valley Co. Welfare as Homemaker	Glasgow	
07-01-74	Mildred Nelson	Transferred to Valley Co. Welfare as Homemaker	Glasgow	
07-01-74	Marie Mann	Transferred to Valley Co. Welfare as Homeamker	Glasgow	
07-01-74	Shirley Hitson	Transferred to Valley Co. Welfare as Homemaker	Glasgow	
07-01-74	Wellie Baerg	Promoted to Clerk-Steno I and transferred to Valley Co. Welfare	Glasgow	
07-01-74	Alma Johnson	Transferred to Valley Co. Welfare as Clerk-Typist I	Glasgow	

Date of Action	Name	Personnel Action and Position	Location	Date Resigned
07-01-74	Bonne Lu Perry	Promoted to Social Service Supervisor I and transferred to Roosevelt Co. Welfare	Wolf Point	
07-01-74	Rene Martell	Transferred to Roosevelt Co. Welfare as Social Worker I	Poplar	
07-01-74	Charles Nielsen	Transferred to Roosevelt Co. Welfare as Social Worker I	Wolf Point	
07-01-74	Harold Frazier	Transferred to Roosevelt Co. Welfare as Social Service Aide	Culbertson	
07-01-74	Victoria Madison	Change of status to Homemaker and transferred to Roosevelt Co. Welfare	Wolf Point	
07-01-74	Ruth Brock	Transferred to Roosevelt Co. Welfare as Homemaker	Wolf Point	
07-01-74	Martha Madison	Transferred to Roosevelt Co. Welfare as Homemaker	Wolf Point	
07-01-74	Debbra Coffey	Change in status to Clerk-Typist I and transferred to Roosevelt Co. Welfare	Poplar	
07-01-74	Sara Schumacher	Change of status from Co. Dir. to Social Worker I (Phillips Co. Welfare)	Malta	
07-01-74	Shirley Tams	Change of status to Homemaker and transferred to Phillips Co. Welfare	Malta	
07-01-74	Marilyn Allen	Change of Status to Homemaker and transferred to Phillips Co. Welfare	Malta	
07-01-74	Betty Erickson	Change of status to Homemaker and transferred to Phillips Co. Welfare	Malta	
07-01-74	Romelle DeSilva	Transferred to Sheridan Co. Welfare (1/3 time) and Daniels Co. Welfare (2/3 time) as Social Worker I	Plentywood	
07-01-74	Elsie Medders	Transferred to Sheridan Co. Welfare as Homemaker	Plentywood	

Date of Action	Name	Personnel Action and Position	Location	Date Resigned
07-01-74	Beverly Barstad	Transferred to Daniels Co. Welfare as Social Service Aide	Scobey	
07-01-74	Mary Lou Goulet	Transferred to Daniels Co. Welfare as Homemaker	Scobey	
07-05-74	Roger Ranta	Position phased out (Statistician I)	Glasgow	
07-05-74	Judy Tureck	Position phased out (Research Analyst)	Glasgow	

APPENDIX R

Post Project District Organization Chart

File

STATE OF MONTANA
Department of Public Welfare

INTER-OFFICE CORRESPONDENCE

RECEIVED
JUN 24 1974
M S & R S

FROM: John V. Konecny, Regional Representative Date June 21, 1974

TO: Jack Carver, Administrator
Field Services Division

RE:

Enclosed is the agreement combining five northeast county welfare departments signed by the chairmen of the boards of county commissioners of Phillips, Valley, Roosevelt, Daniels, and Sheridan Counties. The staffing patterns, as indicated on the attachment to the agreement for Valley, Roosevelt, Daniels, and Sheridan Counties, were approved at the state meeting on May 16, 1974, and I have received verbal approval from Ed Malensek on June 17, 1974, for the staffing of Phillips County. Each county board agreed to the staffing pattern as set forth.

On the second page of the attachment, the approved county personnel are listed by name and position. We are in the process of filling those positions that are shown as "vacancy." Since these positions have already been approved, can I assume that we can proceed with filling these positions without further approval?

The personnel forms transferring persons from the Glasgow Project to the District Office and county offices and assignment of other personnel are being sent to the Personnel Bureau.

Page three of the attachment shows each county's share of salaries and benefits, travel and per diem for the county director, clerk-steno, and supervisory staff.

I also wish to report that the moving of furniture and relocating persons into the county facilities is proceeding on schedule and should be accomplished by June 28. I hope this explains what has transpired and meets with your approval. If further information is required, let me know.

Sincerely,

J.V. Konecny

JVK:lln

cc: Ted Carkulis, Director, SRS
Ed Malensek, Administrator, Community Services
Jack Carlson, Administrator, Economic Assistance
Personnel Bureau

AGREEMENT

This is a formal agreement combining the welfare departments of the counties of Daniels, Phillips, Roosevelt, Sheridan, and Valley into one unit for administrative and supervisory purposes to administer public assistance and social service programs of the department as required by state and federal statutes and regulations.

This agreement is to be in effect July 1, 1974.

Agreements were reached as follows:

1. PERSONNEL:

The staffing plan for the combined unit will consist of one County Director III, two eligibility supervisors, one Social Service Supervisor I, and one clerk-stenographer. The director, one eligibility supervisor and the clerk-stenographer will be headquartered in Glasgow, Valley County. The Social Service Supervisor I and one eligibility supervisor will be in Wolf Point, Roosevelt County.

The approved staffing pattern for this unit and for line workers of each county is indicated on Attachment A.

2. COST ALLOCATION OF PERSONNEL:

The director's and clerk-stenographer's salaries and benefits are allocated on the basis of full time equivalent employees. The supervisors' salaries and benefits are allocated on the basis of full time equivalent of their respective supervisees. The line staff's salaries, benefits, travel and per diem will be the responsibility of the county to which they are assigned. See Attachment B--Allocation Chart.

3. OFFICE SUPPLIES:

Each county will be responsible for their letterhead stationery. The cost of other office supplies will be divided on the same basis as the before-mentioned allocation. A telephone credit card for the director and supervisory personnel will be furnished by each county so that long-distance telephone calls can be charged to the county of responsibility.

4. PERSONNEL ACTIONS:

The county boards will be involved in approving the following actions of the personnel assigned to their counties: hiring, request for dismissal, promotion, salary advances, and leave without pay. The county director is hereby authorized to sign the necessary personnel forms involved in the above-mentioned actions.

Conference, educational, vacation and sick leave of the county director will be approved by the Chairman of the Valley County Commissioners (home county). Conference, educational, vacation, and sick leave of other employees of the unit and county staff shall require the approval of the director.

The above-mentioned actions must be noted in county welfare board minutes.

Mileage and per diem claims for the county director are approved by the Chairman of the Valley County Commissioners. Mileage and per diem for employees of the unit and county staff shall require the approval of the county director.

This agreement was reached at the Roosevelt County Courthouse on June 18, 1974. It is understood that a withdrawal from this agreement by any of the parties can be accomplished by a thirty-day notification to other parties concerned.

DANIELS COUNTY

Chairman

PHILLIPS COUNTY

Chairman

ROOSEVELT COUNTY

Chairman

SHERIDAN COUNTY

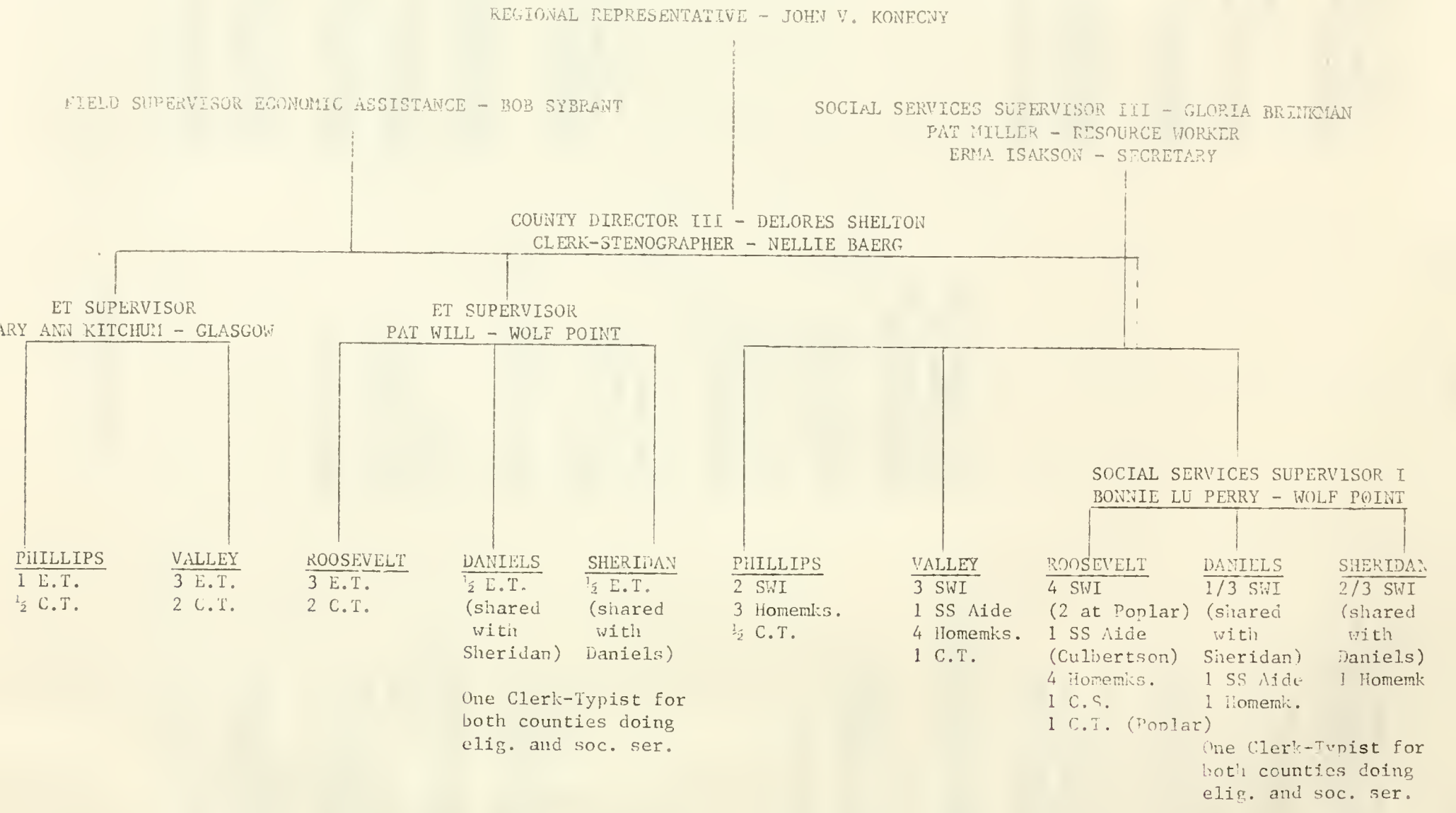
Chairman

VALLEY COUNTY

Howard Cornwell
Chairman

STAFFING PATTERN

NORTHEAST FIVE COUNTY COMBINATION -- HEADQUARTERS GLASGOW



(See attac[illegible] sheet for County Personnel)

COUNTY PERSONNEL

PHILLIPS COUNTY:

Social Workers (2):
Sara Schumaker
Vacancy

Homemakers (3):
Shirley Tams
Marilyn Allen
Betty Erickson

Eligibility Tech (1):
Betty Kaufman

Clerk-Typist (1):
Laurel Hines
(½ time EA,
½ time SS)

VALLEY COUNTY:

Social Workers (3):
Judy Skornogoski
Kora Breikjern
Vacancy

Social Service Aide (1):
Donna Black Eagle

Homemakers (4):
Sharon Eastman
Mildred Nelson
Marie Mann
Shirley Hitson

Eligibility Tech (3):
Darlene Riggin
Carol Holzhon
Vacancy

Clerk-Steno (1):
Sandi Turner (EA)

Clerk-Typists (2):
Dora Radakovich (EA)
Alma Johnson (SS)

ROOSEVELT COUNTY:

Social Workers (4):
Rene Martell
Charles Nielsen
Vacancy
Vacancy

Social Service Aide (1):
Harold Frazier

Homemakers (4):
Vicki Madison
Martha Madison
Ruth Brock
Vacancy

Eligibility Tech (3):
Beverly Evans
Bernice Brenden
Karen Babcock

Clerk-Steno (1):
Claudine Vandall (EA)

Clerk-Typists (3):
Debbra Coffey (SS)
Gail Bergen (EA)
Joan Thompson (SS)

DANIELS COUNTY:

Social Worker (1/3 Time):
Romelle DeSilva (Shared with
Sheridan County)

Social Service Aide (1):
Beverly Barstad (Full Time)

Homemaker (1):
Mary Lou Goulet

Eligibility Tech (¾ Time):
Joyce McCann (Shared with
Sheridan County)

Clerk-Typist:
Barbara Galland (One C.T. for
Sheridan and Daniels Counties
doing Eligibility and Soc.Ser

SHERIDAN COUNTY:

Social Worker (2/3 Time):
Romelle DeSilva (Shared with
Daniels County)

Homemaker (1):
Elsie Medders

Eligibility Tech (3/4 Time):
Joyce McCann (Shared with
Daniels County)

Clerk-Typist:
Barbara Galland (One C.T. for
Sheridan and Daniels Counties
doing Eligibility and Soc.

FULL TIME EQUIVALENT EMPLOYEES

	PHILLIPS	VALLEY	ROOSEVELT	DANIELS	SHERIDAN	TOTAL
Director	.18	.32	.36	.06	08	1.0
Clerk-Steno	.18	.32	.36	.06	08	1.0
Elig. Supervisor	.25	.75	.75	.06	.19	2.0
Soc. Serv. Sup.I	---	---	.80	.068	.132	1.0
SUB-TOTAL	.61	1.39	2.27	.248	482	5.0
Elig. Techs	1.0	3.0	3.0	.25	.75	8.0
Social Workers	1.0	3.0	4.0	.34	.66	9.0
Soc.Serv.Aides	2.0	1.0	1.0	1.0	---	5.0
Homemaker	3.0	4.0	4.0	1.0	1.0	13.0
Clerks & Stenos	1.0	3.0	4.0	.25	75	9.0
SUB-TOTAL	8.0	14.0	16.0	2.84	5.16	44.0
TOTAL	8.61	15.39	18.27	3.088	3.642	49.00

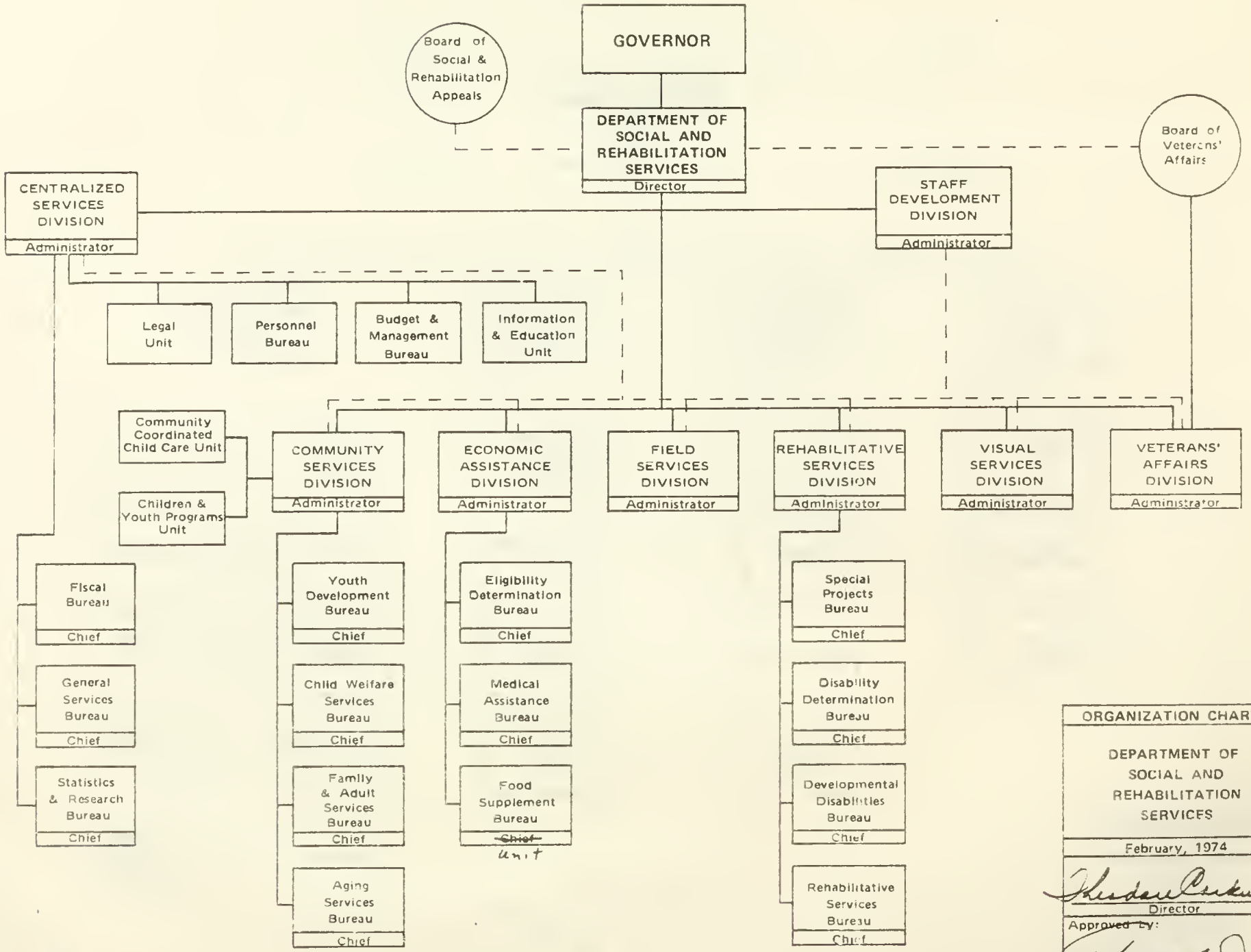
FULL TIME EQUIVALENT TRANSPOSED TO HOURS PER PAY PERIOD

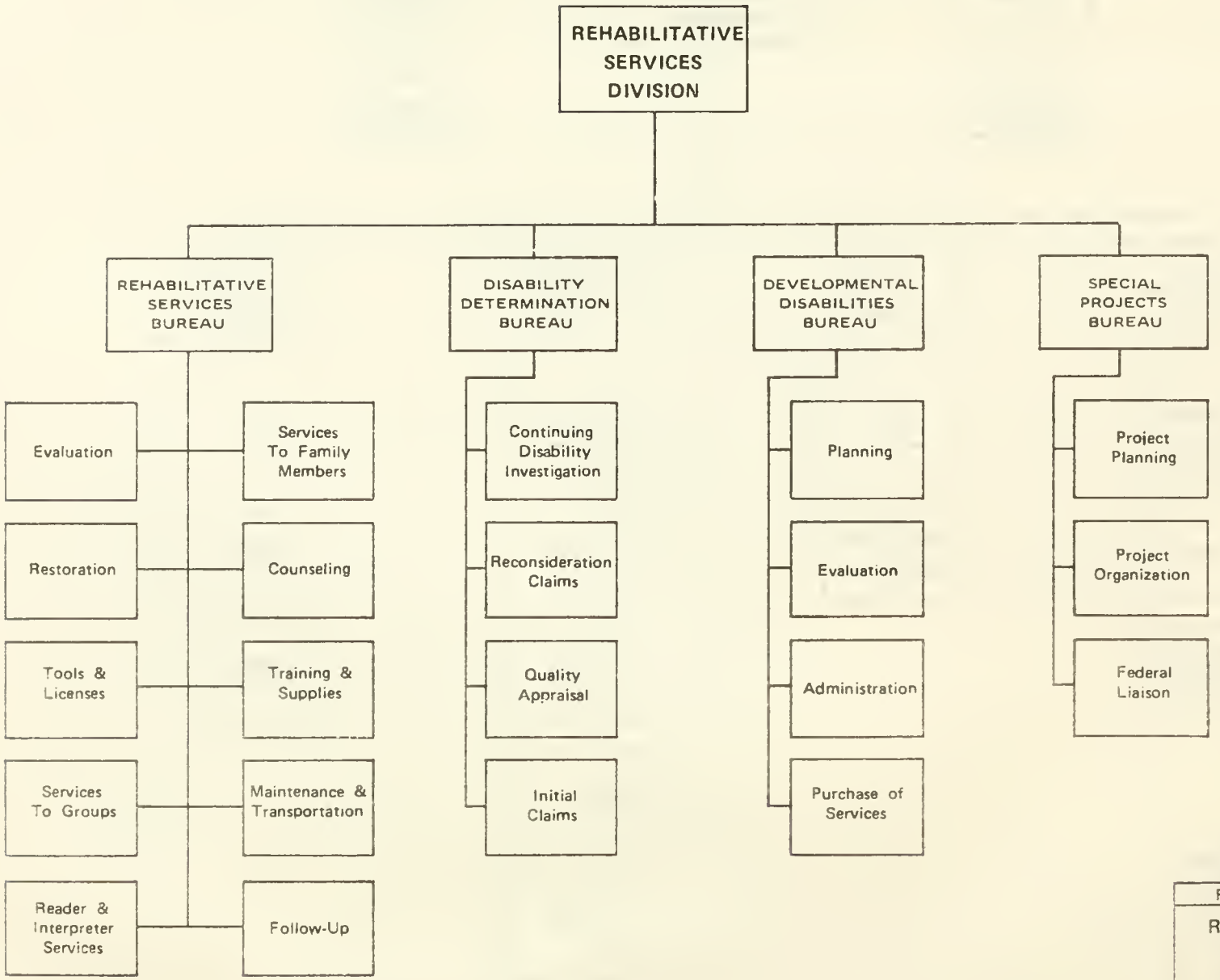
Director & Steno	15	25	29	5	6	80 hours
Elig. Supervisor	20	60	---	---	---	80 hours
Elig. Supervisor	---	---	60	5	15	80 hours
Soc.Serv.Sup.	---	---	64	5	11	80 hours

APPENDIX S

DSRS State Organization Chart

APPENDIX S


GOVERNOR
Board of Social & Rehabilitation Appeals
DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
Director
Board of Veterans' Affairs
CENTRALIZED SERVICES DIVISION
Administrator
STAFF DEVELOPMENT DIVISION
Administrator
Legal Unit
Personnel Bureau
Budget & Management Bureau
Information & Education Unit
Community Coordinated Child Care Unit
Children & Youth Programs Unit
COMMUNITY SERVICES DIVISION
Administrator
ECONOMIC ASSISTANCE DIVISION
Administrator
FIELD SERVICES DIVISION
Administrator
REHABILITATIVE SERVICES DIVISION
Administrator
VISUAL SERVICES DIVISION
Administrator
VETERANS' AFFAIRS DIVISION
Administrator
Fiscal Bureau
Chief
General Services Bureau
Chief
Statistics & Research Bureau
Chief
Youth Development Bureau
Chief
Child Welfare Services Bureau
Chief
Family & Adult Services Bureau
Chief
Aging Services Bureau
Chief
Eligibility Determination Bureau
Chief
Medical Assistance Bureau
Chief
Food Supplement Bureau
Chief
unit
Special Projects Bureau
Chief
Disability Determination Bureau
Chief
Developmental Disabilities Bureau
Chief
Rehabilitative Services Bureau
Chief
ORGANIZATION CHART
DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
February, 1974
Director
Approved by:

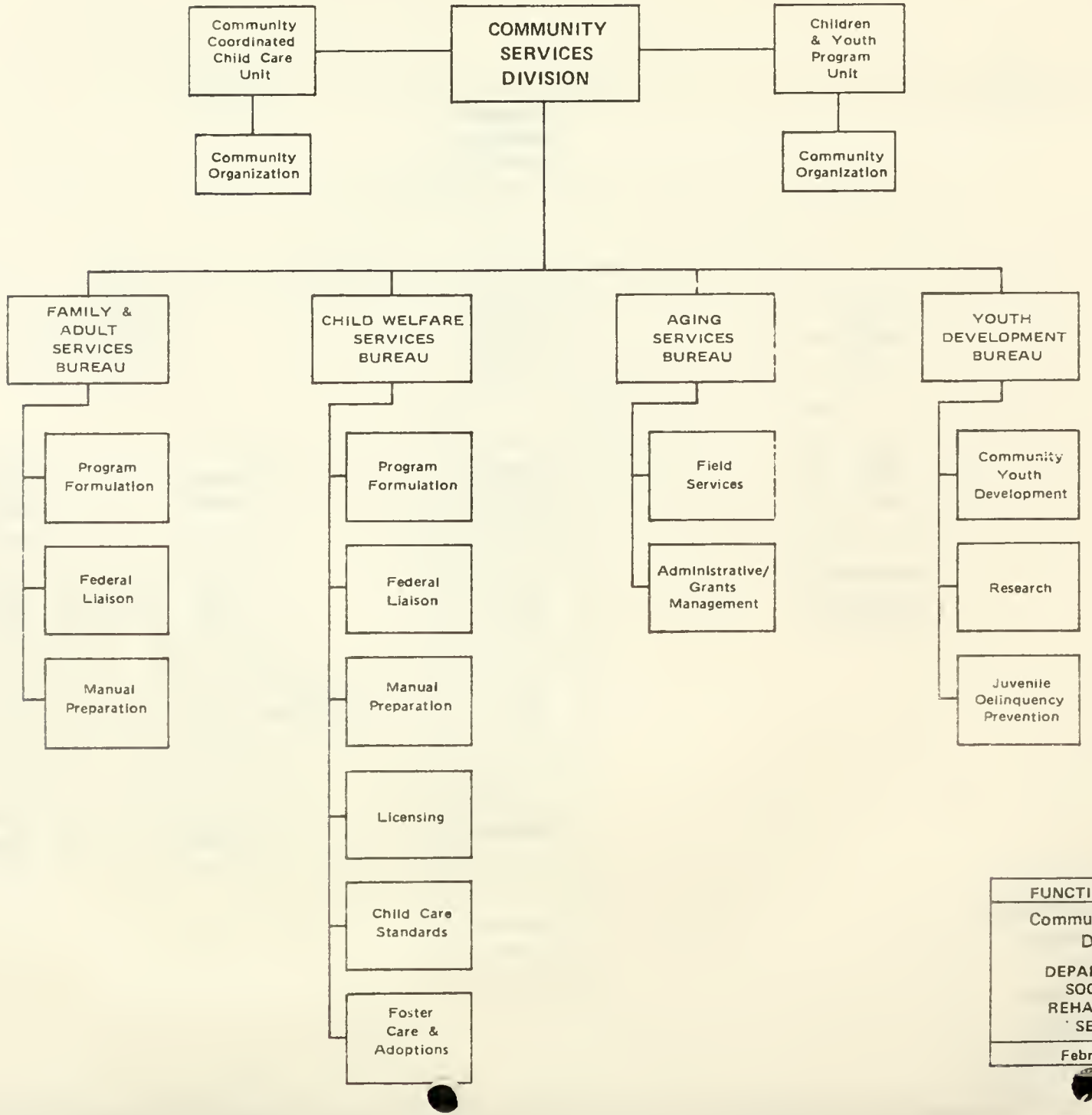


FUNCTIONAL CHART

Rehabilitative Services Division

DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES

February 1974

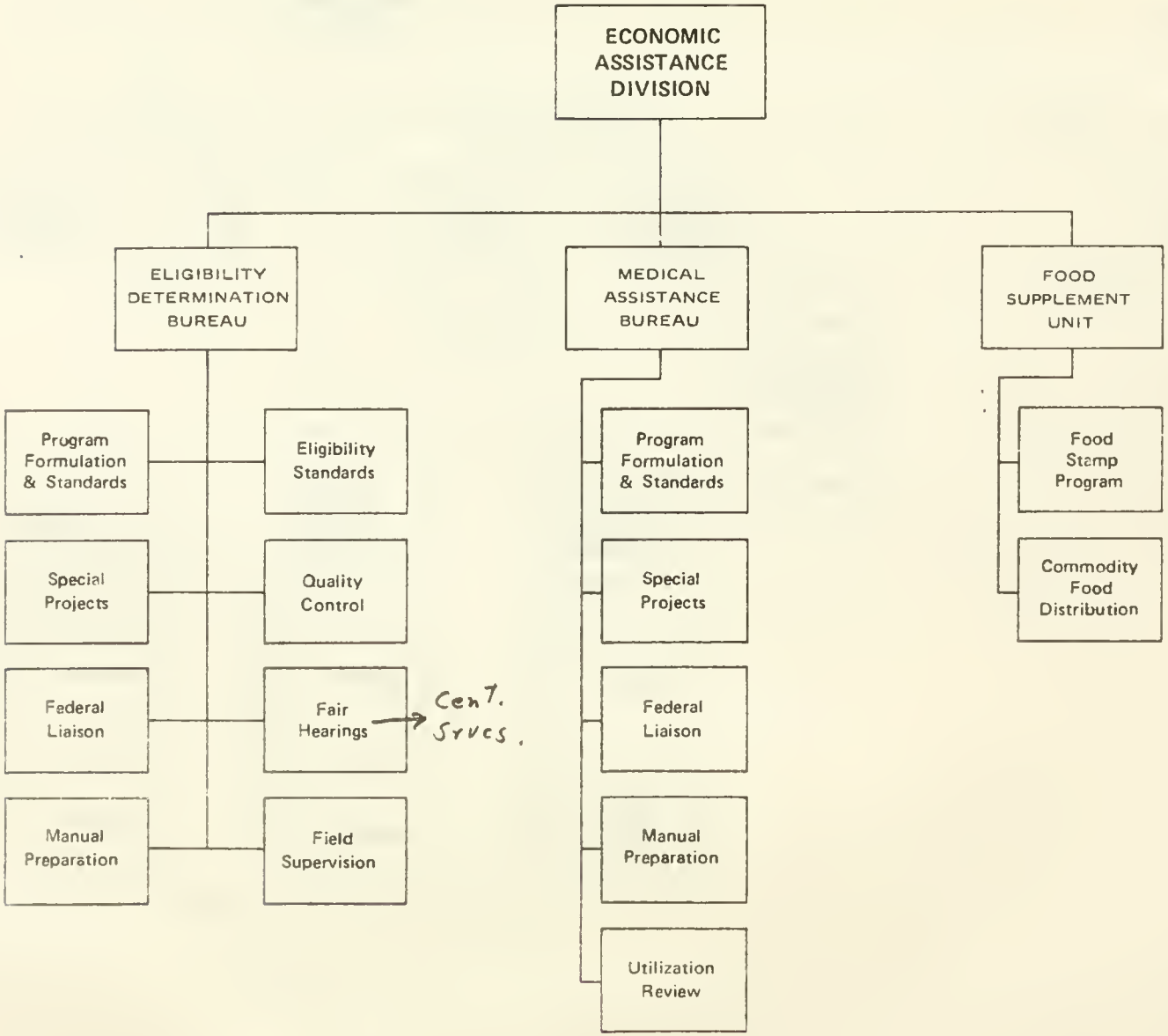


FUNCTIONAL CHART

Community Services Division

DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES

February, 1974

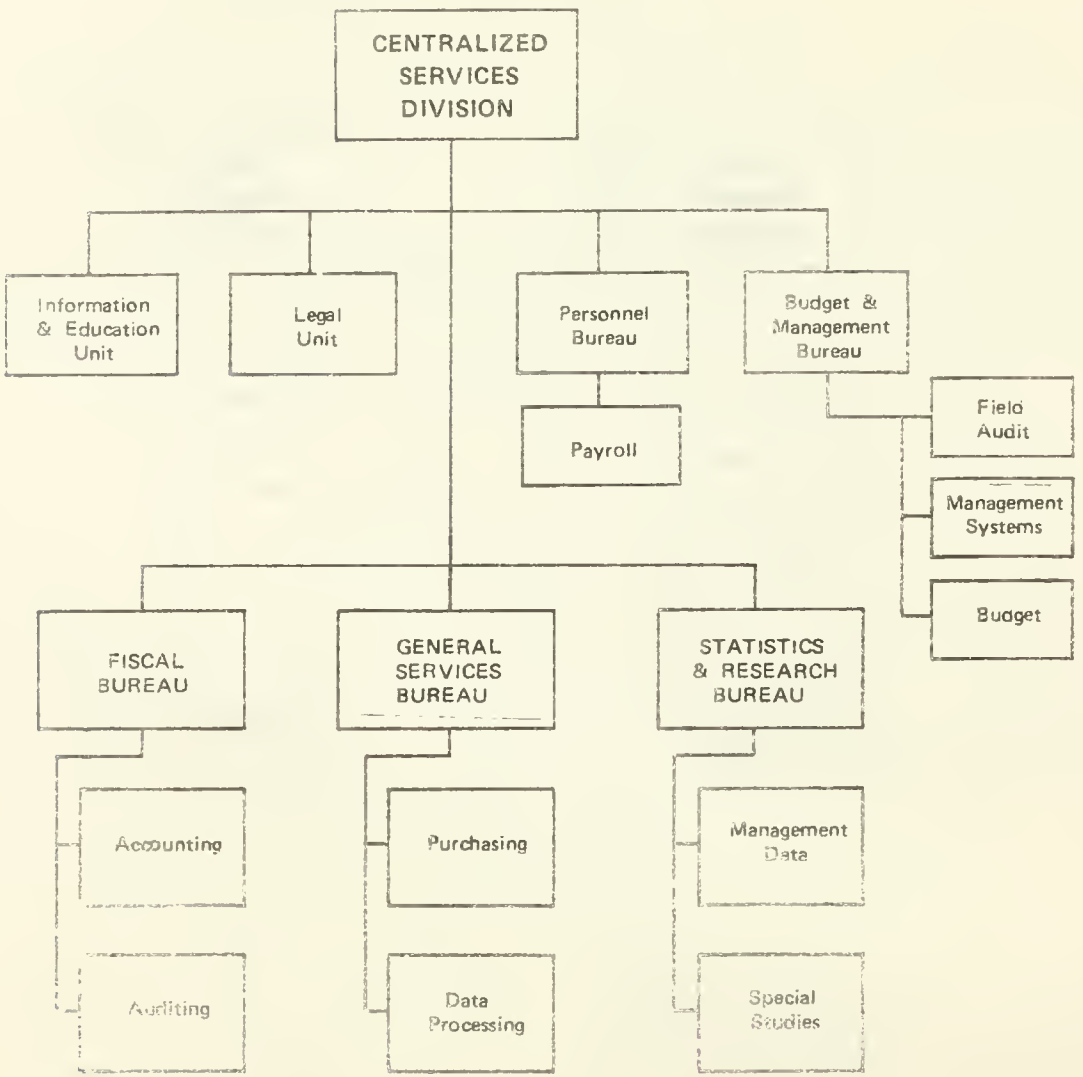


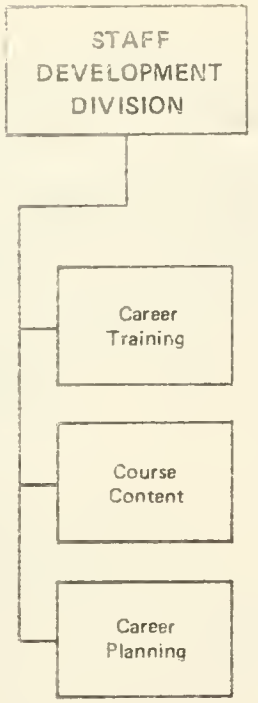
FUNCTIONAL CHART

Economic Assistance Division

DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES

February 1974



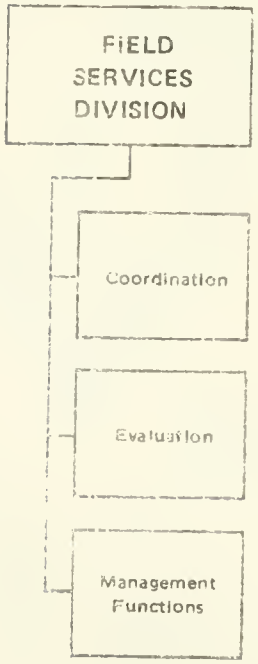


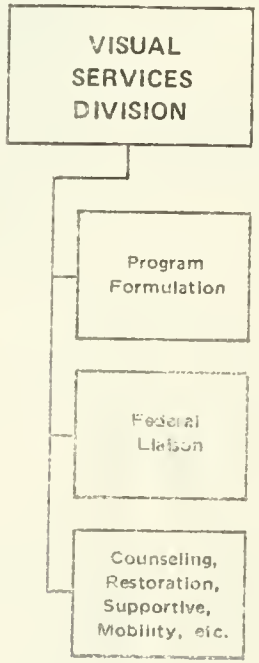
FUNCTIONAL CHART

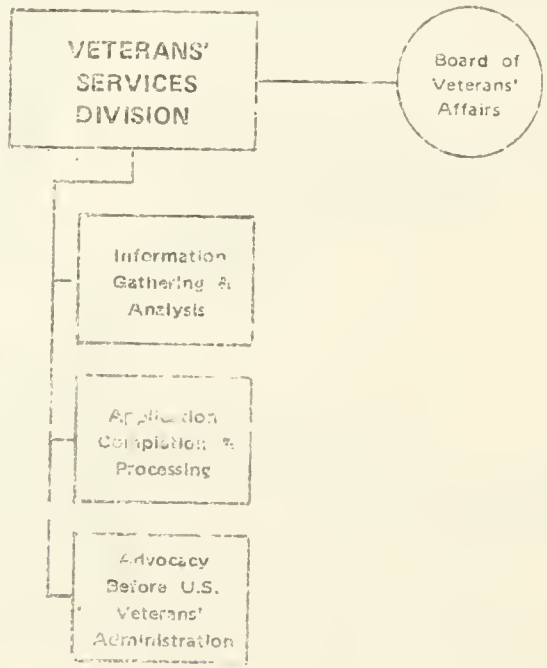
Centralized Services and Staff Development Divisions

DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES

February, 1974





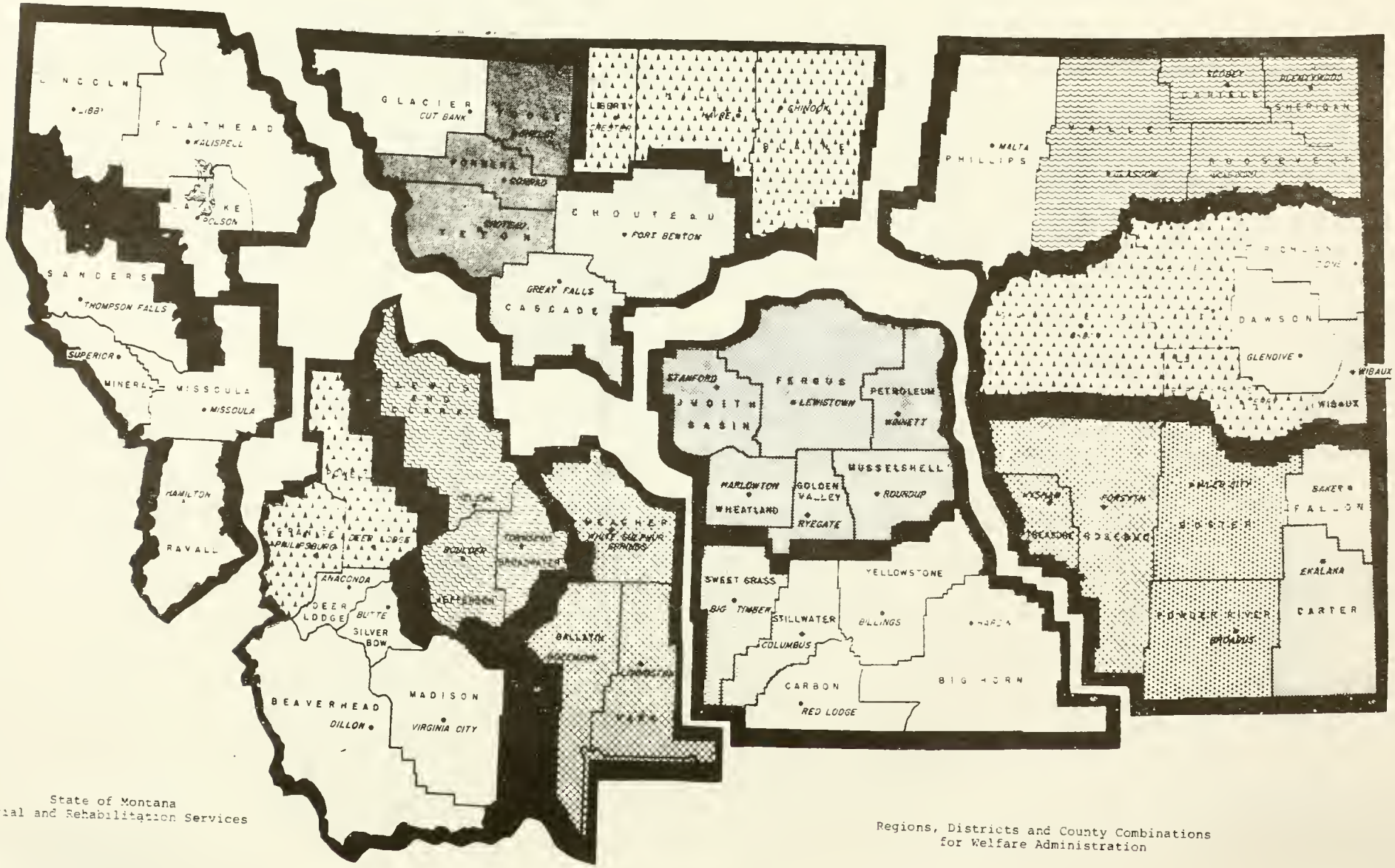

VETERANS' SERVICES DIVISION
Board of Veterans' Affairs
Information Gathering & Analysis
Application Completion & Processing
Advocacy Before U.S. Veterans' Administration

Field Services, Visual Services and Veterans' Affairs Divisions
DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES
February, 1974

APPENDIX T

DSRS State Map

APPENDIX T



State of Montana
Social and Rehabilitation Services

Regions, Districts and County Combinations
for Welfare Administration

Unshaded Counties Are Separately Administered

APPENDIX U

LETTER TO DR. GARY MASSEL

STATE OF MONTANA
SOCIAL AND REHABILITATION SERVICES
Helena, Montana 59601

The Big Sky Country

Thomas L. Judge
Governor

THEODORE CARKULIS,
Director

DIRECTOR'S OFFICE
P.O Box 1723

June 12, 1974

Dr. Gary A. Massel, Associate
Administrator for Planning,
Research and Evaluation
Dept. of Health, Education & Welfare
Social and Rehabilitation Services
Room 5032, Switzer Building
330 C Street, SW
Washington, D.C. 20201

Dear Dr. Massel:

Now that we have begun to phase-out our social service demonstration project in a five-county area of northeastern Montana (project number 11-P-57183/8-03), I have been tremendously encouraged by the willingness of the communities and county boards of public welfare in that area to continue many of the concepts and services which we feel were successfully demonstrated during the three year period of the project.

In Montana, public welfare is county administered and in many cases counties have been reluctant to combine with other counties for the purposes of administration of welfare programs. In the project area, however, the five-counties involved have voluntarily agreed to form a single administrative unit for the provision of public assistance and social services. Furthermore, although prior to the inception of the project county boards were somewhat reluctant to employ adequate staff for social services, it now appears that they are quite willing to employ sufficient social work staff, particularly homemakers, to continue most if not all of the activities generated by the project.

Since eligibility requirements for project services were somewhat broader than those usually related to categorical need, it will be necessary to re-institute categorical relatedness and need for social services with the result that a significant number of people who were eligible for services under the project will be discontinued because they do not fit the tighter eligibility requirements. We have had a number of recommendations from the communities in the project that social services be freed from categorical requirements so that all people who need such services would be able to get them either without charge or for a fee. I would hope, therefore, that the statutes and regulations which are finally adopted for the social services program would be broad enough to permit states and localities to more fully meet the need than would be the case if categorical restrictions

were stringently required.

All in all, we feel that this was another of several successful demonstration "1115" projects which have been conducted by this department. Other projects whose concepts have been continued following the demonstration periods include the orientation center approach to the orientation of public welfare staff, the county medical projects which accelerated our state's acceptance of the medically needy as an eligibility group within the medical assistance program, and the Public Assistance--Vocational Rehabilitation cooperative approach to case services.

I feel that in many cases "1115" projects are set up merely as devices to secure 100% federal funding during the project period and then are unceremoniously dropped when the project period expires. Although we have been grateful for the additional federal matching available for "1115" projects, we have not, to my knowledge, considered the procurement of 100% federal funds as the primary objective of any federal project; rather, all of our projects have been planned with the feasibility of continuation uppermost in mind.

All of us involved in the projects appreciate your assistance and support in developing and successfully concluding our joint ventures. I hope that we may continue and even improve the excellent relationship which has existed between us for many years.

Sincerely yours,

SOCIAL AND REHABILITATION SERVICES

Theodore Carkulis, Director